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ABSTRACT

The study reported here focused on student outcomes and staff perceptions of the educational aspects of the programs funded under Model Cities and Title I of the 1965 Elementary Secondary Education Act. In 1966 a Division of Urban Education was established. One of the major goals was to improve instruction for inner city children. Improvement of communication skills at the elementary level was emphasized, particularly in reading. In implementing this decision, the Sullivan Programmed Reading Program was introduced to the schools in 1968. Reading specialists were assigned to each of the 13 elementary schools participating in the Title I program. Speech improvement/language development teachers were assigned to work with classroom teachers. Paraprofessional aides were recruited and trained to help classroom teachers. Resource centers were added in some schools, and more audiovisual and instructional materials were provided. An expanded in-service training program for teachers was mounted. An instructional services center to coordinate special services and assist in developing educational materials was established. The basic study of program impact was to be through comparison of scores of long term students in Title I schools, Model Cities schools, and Partial Title I schools, both sixth and third grade students. In addition; third grade data for all students in 1966 would be compared across categories. Within categories, data for 1966 third grade students would be compared with 1972 data for evidence of change. Finally, evidence of trends would be sought in school average scores for the period, 1966 through 1972. (Author/JM)

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STUDENT OUTCOMES AND STAFF ATTITUDES IN COMPENSATORY EDUCATION IN KANSAS CITY, MISSOURI:

A Limited Evaluation of Programs Supported by Title I and Model Cities

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and
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with the assistance of

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I. SUMMARY

It is relatively uncommon for documents to begin with a summary. The purpose of doing so here is to present the principal findings of the study and just enough other information to make those findings understandable. It is important that the full report be read before using the information from this study as a basis for decisions.

Leadership of the Division of Urban Education decided to obtain an "outside" evaluation of the Title I and Model Cities programs and contracted with the Institute for Community Studies to conduct the study. The two basic questions of concern to these educators were:

1. Do students who have had extended experience in Title I or Model Cities programs score higher on cognitive achievement measures than do students in comparable school settings which do not have such programs?
2. What attitudes and reactions do staff members have to the Title I or Model Cities program of which they are a part?

Regarding the first question, the staff of the Division, led by the Assistant Superintendent, had decided in the beginning to focus program resources on the development of student learning skills with particular emphasis on reading. Evaluation of that skill was required. Although information on changes in student self-esteem, ability to work with others, attitudes toward school, and other areas was considered desirable, no measures had been collected in those areas before or during the program. Therefore, it was necessary to limit the present study of student outcomes to available data, the Iowa Tests of Basic Skills (ITBS). Since these tests are routinely administered by teachers with little or no training in their administration, it seems likely that the data are somewhat less comparable across schools and years than might be desirable. Nonetheless, the tests are well-developed, well-regarded measures which are widely used and for which national norms are available.

The importance of the second question comes from the belief of Division leadership that teachers and other staff had to believe they could make a difference in student outcomes in order to make such a difference happen. Information on teacher attitudes would indicate whether efforts to establish favorable teacher views of the programs had been successful, and in so doing reflect that progress toward student outcomes.

Information regarding teacher and other staff views of the programs and their effects were obtained from samples of teachers who responded to a relatively limited questionnaire.

The basic design of the study for each question will be described in the information below regarding that question.

A. Answers to Question 1

The study of the impact of the programs on student skills involved two different approaches. The first examined the outcomes for samples of third and sixth grade students who had been students in one of three categories of schools (Title I, Model Cities, or Partial Title I) for 70 percent or more of their "school lives."

The second approach examined outcomes for all third grade students in those schools, regardless of the amount of time they had spent in the schools.

1. Analyses of Outcomes for Long Term Students

The basic study design provided for comparison of achievement scores for students in Title I schools with student scores in both Model Cities and Partial Title I schools. Each of these school categories differed from the others in terms of the number of years compensatory programs had been in operation, as well as in the scope and specifics or the program. Essentially, Title I schools had had the most extensive program for the longest period of time, from 1966 until the time the data to be analyzed were collected, the spring of 1972. Model Cities efforts had been going forward from 1970 until 1972. In three of the Partial Title I schools, some remedial work had been done in the 1971-1972 school year. The other two were new to the program in the fall of 1972. Therefore, compensatory program impact might be expected to be strongest in the 10 Title I schools, present in the eight Model Cities schools, and absent or nearly absent in the five Partial Title I schools. A much more complete description of the programs and differences among the three categories is provided in the main body of this report.

To increase the power of the comparisons, only students who had been in a given category of school for 70% of their school lives were considered for the analyses. This meant that Title I sixth grade students would have been in Title I schools for five of their seven (including kindergarten) school years. The same would be true for sixth grade students in the other two categories. Third grade students would have been in the schools in a given category for three of their four years.

One hundred students were selected (using random sample procedures) from those eligible for each category at each grade level.

a. Data for "Long Term" Sixth Grade Students

Figure I-1 provides bar graphs comparing the three categories of schools on Vocabulary, Reading Comprehension, Language Skills, Work Study Skills, and Arithmetic. The first bar in each set represents the mean grade equivalent score for the 100 students in the Title I category schools; the second bar does the same for Model Cities; and the third bar similarly represents the Partial Title I schools' mean. None of the differences among categories were significant. That is, the apparent differences between the mean scores for students in the three categories may well be due to chance factors rather than program factors.

There was some concern among District staff and ICS staff that systematic differences in student scholastic ability among the categories of schools might bias the results. When the data were analyzed to take this possibility into consideration, there still were no significant differences among school categories.

Another factor which, it was thought, might bias the results was the frequency with which students moved from school to school. Again, the data were analyzed to take this matter into consideration; and again, no significant differences were found among school categories.

b. Data for "Long Term" Third Grade Students

Data for 100 "long term' third grade students were analyzed in a similar manner. However, since non-Title I schools had administered only the Vocabulary, Reading Comprehension, and Arithmetic scales of the ITBS, comparisons among school categories could be made only on those tests. Figure I-2 presents the results. Again, no significant differences among categories were found. This finding held when student movement among schools and when student non-verbal IQ were taken into consideration.

2. Analyses of Outcomes for All Third Grade Students

Before the results of the above analyses were known, it was decided to undertake several additional analyses which required that data from all students (not just those who had been in the given school category for 70 percent or more of their school lives) be used. School District staff recommended that third grade data be used. Since comparisons were to be made with schools other than Title I, only Vocabulary, Reading Comprehension, and

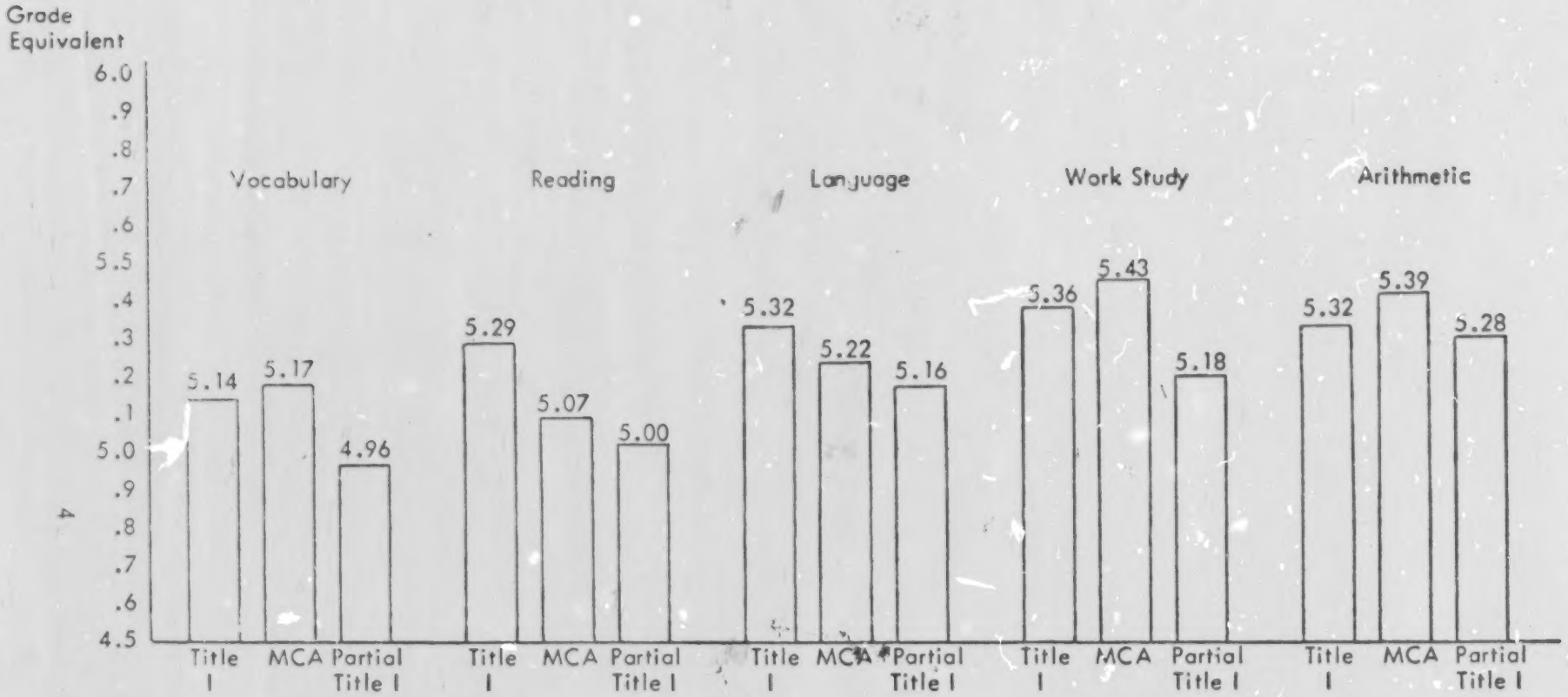

Fig. 1-1--Differences among school categories on Sixth Grade CTBS Vocabulary, Reading Comprehension, Language Skills, Work Study Skills, and Arithmetic scores for "long term" students in 1972.

Note: Data are based on a sample of 100 students in each category.
None of the differences among categories is significant at the .05 level for any of the tests.

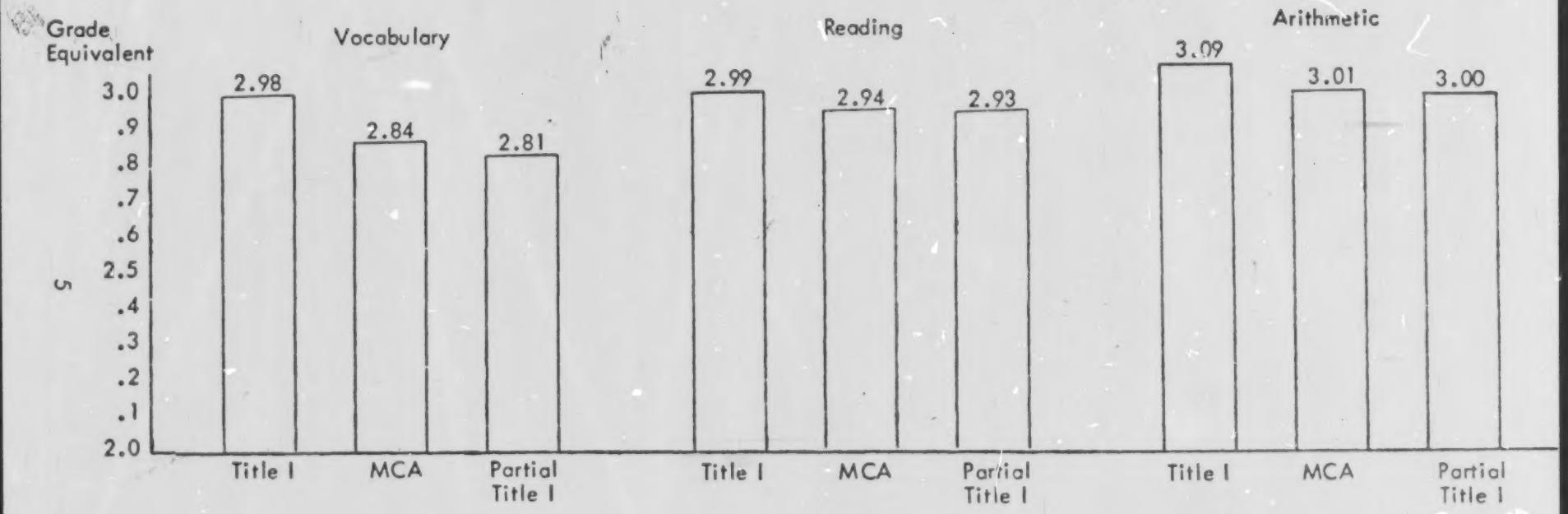

Fig. I-2.--Differences among school categories on Third Grade ITBS Vocabulary, Reading Comprehension, and Arithmetic scores for "long term" students in 1972.

Note: Data are based on a sample of 100 students in each category.
None of the differences among categories is significant at the .05 level on any of the tests.

Arithmetic data were available. To reduce costs and because major emphasis in the Title I and Model Cities programs was on reading, only Vocabulary and Reading Comprehension data were used.

a. Comparisons Among the Three Categories, Using 1972 Data

Basically the same analysis which was done with long term students was repeated with all third grade students. The average Vocabulary and Reading Comprehension scores were compared across the three categories of schools. The results are shown in the upper part of Figure I-3.

As indicated there, the differences among school categories for Vocabulary scores are significant. Students in Title I schools have a significantly higher mean Vocabulary score than do students in either Model Cities or Partial Title I schools. This finding is puzzling. How can it be that there is a significant difference on the population when there is no such difference on the sample? The answer lies in the number of persons and the way their scores vary about the average (mean) score. In this case, the difference based on groups of 100 is not significant, while approximately the same difference on groups of about 500 is significant.

What are the practical implications of this situation? Basically, it means that the differences are quite small. They are probably real (rather than chance) differences. But are they of enough size to satisfy educators concerned with improving the impact of schooling on youngsters? Such a decision depends upon many factors and will be decided by each reader. However, some additional data analyses are relevant to such decisions.

b. Comparisons Among the Three Categories, Using 1966 Data

Vocabulary and Reading Comprehension scores for students who were in the third grades in these schools in 1966 were retrieved. These were analyzed in the same fashion as before. The data are presented in the lower part of Figure I-3. The difference among categories are not significant for either Vocabulary or Reading Comprehension. However, Vocabulary differences approach significance, and they appear to be in the opposite direction from the differences found in the 1972 data.

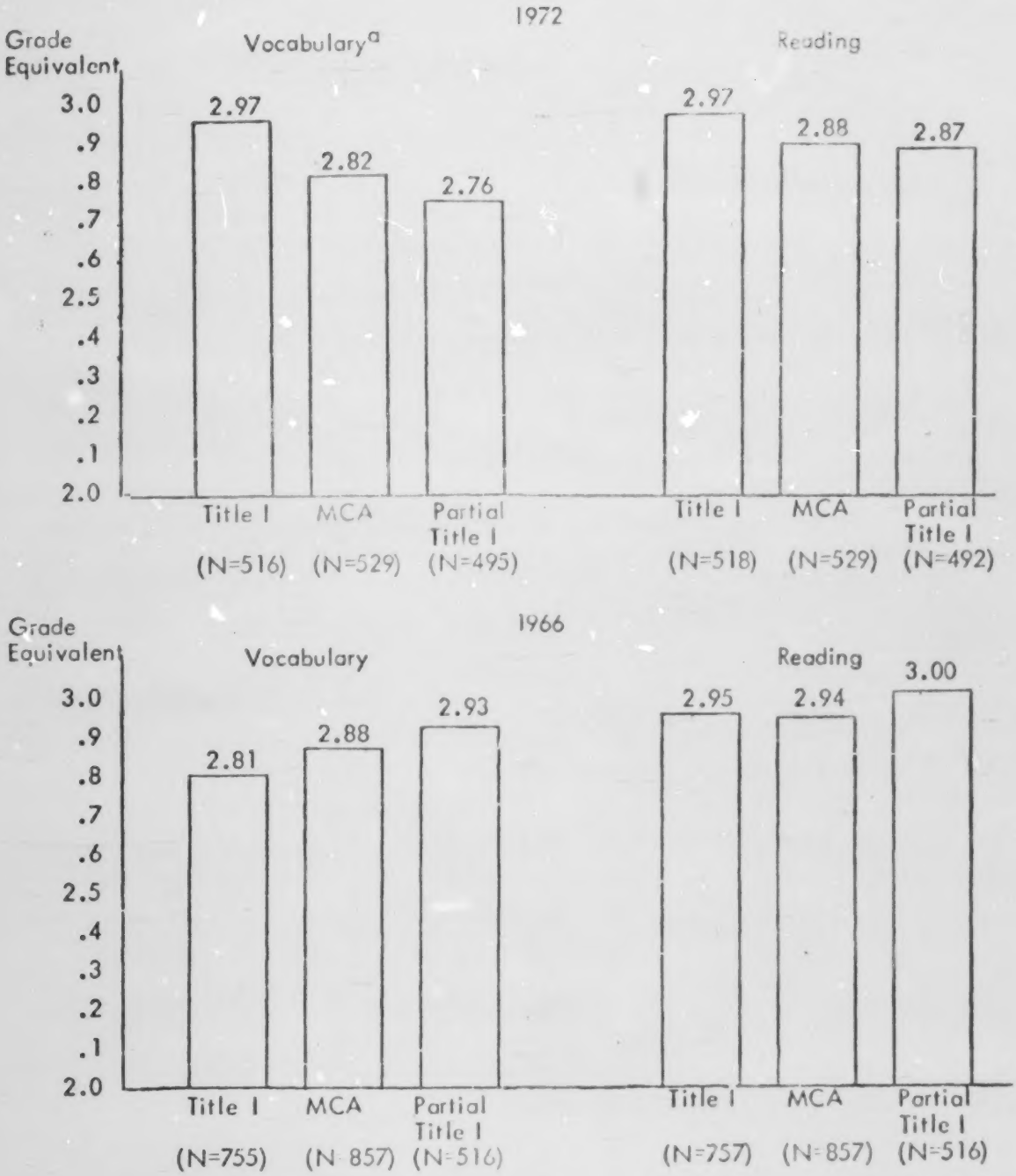

Fig. I-3--Differences Among School Categories on Third Grade ITBS Vocabulary and Reading Scores of All Students in 1966 and 1972.

a. Differences among school categories are significant at the .01 level on 1972 Vocabulary scores.

c. Comparisons between 1966 and 1972 Within School Category

To further develop the picture, the mean scores for students who were third graders in 1966 in Title I schools were compared with the mean scores for students who were third graders in Title I schools in 1972. The same was done for Model Cities and Partial Title I schools. These analyses are shown in Figure I-4.

The first comparisons on the left side of the figure are for Title I schools. The small "a," as defined in the note, indicates that third grade students in Title I Schools in 1972 scored significantly higher on Vocabulary than did their counterparts in 1966. Differences on Reading Comprehension are not significant.

Looking now at the middle of the figure, the data indicate that the differences between 1966 scores and 1972 scores are not significant for the Model Cities schools.

Finally, the differences for Partial Title I schools are significant for both scores. However, average scores are lower in 1972. That is, third grade students in those schools in 1972 scored significantly lower on both Vocabulary and Reading Comprehension than did third grade students in those schools in 1966.

These data suggest that students in schools which have been participating in compensatory programs for many years may be better off than their predecessors in 1966 were; that students in schools which have been participating in such programs for about two years may be as well off as students were in those schools in 1966; but that students in schools which are only starting to participate in such programs may be worse off than students were in those schools in 1966. These data do not indicate the extent to which changes in student populations or other non-program factors may be involved.

d. Looking At Trends

Given the suggestive but not conclusive evidence of change from 1966 to 1972, alternative sources of evidence were considered. One of these was trend data for the period. District data for the ten Title I schools for Vocabulary and Reading Comprehension were retrieved and charted for the seven years involved. (The charts appear in the main body of this report, section III.B.5.)

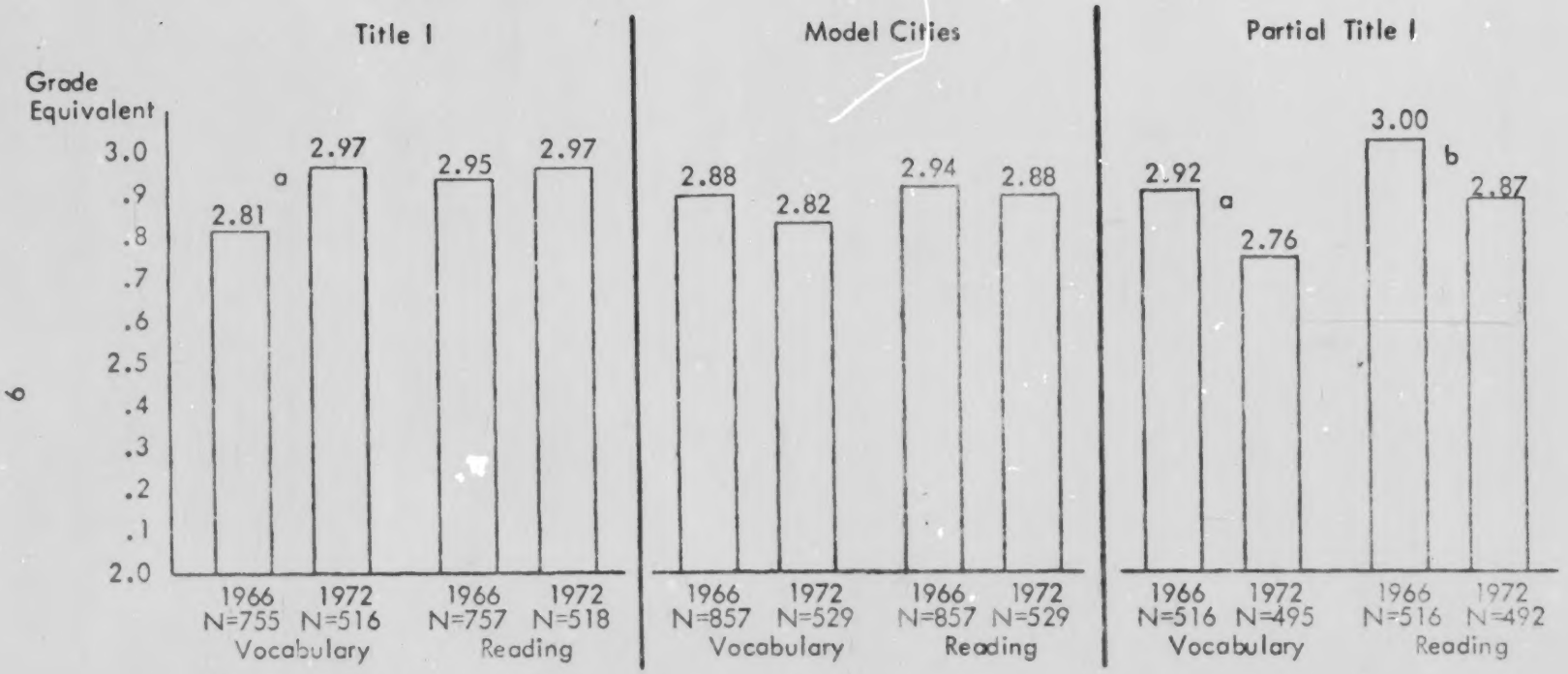

Fig. I-4--Differences between 1966 and 1972 Vocabulary and Reading Scores for All Third Grade Students in Three School Categories.

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a. Differences between 1966 and 1972 are significant at the .01 level.

b. Differences are significant at the .05 level.

"Eyeballing" the charted scores suggests more fluctuation than trend. For Title I third grade students, the average across schools for Vocabulary (shown by the heavy solid line) gives some suggestion of an upward trend, thus supporting the comparison of 1966 and 1972 averages reported above. Reading scores, on the other hand, are even more difficult to view as indicating a trend.

The data for Model Cities third grade students are less complete. The data which are available do not evidence a clear trend for either Vocabulary or for Reading.

The charts also do not show a trend for Partial Title I schools, although the available data hint that Vocabulary scores are lower in 1971 and 1972 than they were in 1966 and 1969, tending to confirm analyses reported above for 1966 and 1972.

3. "Adding up" the Results of Student Achievement Analyses

Trying to put together all the pieces of data for sixth and third grade students is not easy. The sixth grade students do not score differently from school category to category. Third grade students in Title I (when all students are considered) score slightly higher on Vocabulary than students in Model Cities and Partial Title I (but not when only long term students are considered). Other comparisons across school categories reveal no differences.

To put such findings into perspective, it may be helpful to consider briefly other research on Title I programs operating elsewhere in the nation. Several major analyses and summaries have been completed. One, by Constance Menges and others in the U.S. Office of Education,[1] concludes that compensatory education is beneficial. However, other major analyses come up with contradictory findings. Glass and others[2] analyzed data collected in the 1969 Survey of Compensatory Education. On the basis of a non-representative sample, but the best data available, he concluded that participants in Title I programs had lower pretest scores, lower posttest scores, and progressed at a slower rate than students not in the program. Another major review of Title I evaluations was

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[1]Menges, C., et al. The Effectiveness of Compensatory Education: Summary and Review of the Evidence. Washington, D.C.: Office of Program Planning and Evaluation, Office of Education, Department of Health, Education and Welfare, 1972.

[2]Glass, G., et al. Data Analysis of the 1968-69 Survey of Compensatory Education (Title I). Final Report. ERIC #ED 057 146, 1970.

conducted by Wargo and others.[1] They state in their conclusions,

> . . . there is little evidence at the national level that the program has had any positive impact on eligible and participating children. Data from state and local levels do, however, provide evidence that some Title I projects have had a significant positive impact on participating children. . . .

Given the background of major national evaluations and summaries of evaluations which found no differences for participants or even differences indicating increasing disadvantage, it is encouraging that in this School District there are indications of improvement. Yet, given significant findings in other local or state programs, one might wish for even greater differences. It cannot be denied that a third grade average grade equivalent of 3.00 (which is approximately that of the Title I students) is still about seven months below norms for the tests.

In addition, the average Vocabulary and Reading Comprehension scores of all third grade students in the 23 schools in these three categories of schools were significantly lower than the average scores of all third grade students in 54 other elementary schools (combined) in the School District.

Perhaps one useful interpretation is that the Title I and Model Cities programs seem to be making a positive contribution. An even greater impact is needed.

B. Answers to Question 2

School District personnel in each of the three categories of schools (Title I, Model Cities, and Partial Title I) were asked to indicate their views in a questionnaire concerning the compensatory program with which they were associated. Questionnaire items asked for views concerning program impact upon student achievement, human and material resources, amount and quality of in-service training provided school staff, and impact upon parents and the community. Other questionnaire items elicited District staff views concerning implementation of compensatory programs, their attitudes toward such educational programs and suggestions and recommendations for changes or modifications based upon their experience in them.

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[1] Wargo, M., et al. ESEA Title I: A Reanalysis and Synthesis of Evaluation Data from Fiscal Year 1965 Through 1970. Final Report. ERIC #ED 059 415, 1972.

Since the schools designated in this report as Partial Title I are considered to be beginning to implement the Title I program, there are only two programs, although there are three categories of teacher respondents.

Although reading specialists and principals are assigned to schools, for the purposes of this report, they are generally grouped across schools. In a similar way, some central office staff work principally with Title I, and others principally with Model Cities; they, too, are in one respondent group.

This summary focuses mainly on questionnaire items that reflect District staff views on the results of Title I (TI) and Model Cities (MC) Programs and that indicate attitudes toward these compensatory efforts. In the body of the report that follows this summary, a series of tables and discussion are presented which give a broader and more detailed coverage of these areas as well as the others noted above. It should be noted that rather large percentage differences between groups are required to reach confidence that the differences are real rather than chance. In this report, when statements are made that a difference exists, it is quite likely that the difference is real. When a statement is made that a difference appears to be present, it is more likely that that difference is the result of a chance occurrence.

1. Perceptions of Student Outcomes

a. Reading Achievement

Most School District staff[1] indicated that children's reading skills improved to a very great or considerable extent. The percents in each category of school giving such responses were:

78% of Title I respondents (TI)
73% of Model Cities respondents (MC)
51% of Partial Title I respondents (PTI)

Teachers in TI and MC schools more frequently indicated very great or considerable improvement in reading than did teachers in PTI.

78% TI teachers
71% MC teachers
42% PTI teachers

---

[1]This included teachers, principals, reading specialists, other specialists, and central office staff.

Considering the views of administrative staff and Reading Specialists, across school categories, most indicated that they saw reading skills improved to a very great or considerable extent:

87% of Reading Specialists
54% of Principals
67% of Central Office staff

b. Other Student Outcomes

Most District staff indicated that TI and MC programs had had some impact on student achievement in each of the six other areas listed in the questionnaire: arithmetic, science, thinking, study skills, student's self esteem, and ability to work with others in the classroom.

It appears that more TI and MC staff indicated substantial improvement in certain student outcomes than did PTI staff. Over half of MC staff agreed in assigning ratings of very great or considerable improvement to Study Skills and Thinking Ability; less than 50% of TI personnel gave those ratings to those student skills.

Title I

Arithmetic skills (53%)
Self Esteem (52%)

Model Cities

Ability to work with others (60%)
Study Skills (57%)
Thinking (56%)
Self Esteem (54%)

Partial Title I

Less than half of the staff saw such improvement in any skill area.

c. Summary Regarding Perception of Student Outcomes

Most respondents believe the Title I or Model Cities programs have brought about very great or considerable improvement in reading. Most respondents report that the programs have brought at least some improvement in arithmetic, science, thinking, study skills, self-esteem, and ability to work with others.

2. Other Outcomes Perceived by School District Personnel

a. Outcomes for Teachers and Faculty

Most respondents expressed the opinion that there had been improvement to a very great or considerable extent in teachers' instructional skills, understanding of children, and sense of competence.

56 to 73% of Title I and Model Cities teachers gave such responses
39 to 50% of Partial Title I teachers so responded.
71 to 82% of Reading Specialists.
50 to 58% of Principals.
89 to 100% of Central Office staff.

There were fewer who reported that faculty relationships had improved that much. Among the various groups, the percent saying relationships had improved to a very great or considerable extent were:

39% of Title I teachers
56% of Model Cities teachers
22% of Partial Title I teachers
65% of Reading Specialists
46% of Principals
78% of Central Office staff

b. Outcomes for Parents and Community

There was general agreement among teachers that parent and community interest, support, and participation had not been affected much by the Title I or Model Cities programs. The percent of teachers indicating substantial improvement in these areas ranged from 6 per cent to 33 per cent with the lowest percentages found in the Partial Title I teacher group.

Reading Specialists, Principals, and Central Office staff appeared to be somewhat more optimistic about the impact on parents, with the percent saying there had been improvement to a very great or considerable extent on parent interest, support, or participation ranging from 38 to 62. That optimism declined regarding the community, the percent so responding ranging from 24 to 46.

3. Staff Perceptions of Teacher and Aide Roles

a. Teacher Activities Seen as Different

The majority of all teachers, reading specialists, and administrators indicated that Title I and Model Cities programs required some differences in the activities in which teachers engaged or in the way activities were done. More principals and central office staff indicated differences than did teachers.

Most Title I teachers reported these differences:

Continuous pupil progress evaluation
In-service training participation

Most Model Cities teachers reported:

Continuous pupil progress evaluation
Planning; written objectives
Use of instructional materials
Diagnosing and prescribing
In-service training participation

Most Partial Title I teachers reported:

In-service training participation

Those results suggest that most teachers in Partial Title I schools do not see as many differences as teachers in the other two categories of schools, and that Model Cities teachers may see most.

A finding which may surprise some is that reading specialists, principals, and central office staff appear more likely than teachers to say that a difference for teachers in the Title I and Model Cities programs (which means all three categories of schools, since Partial Title I is partially implementing Title I) is in receiving continuous supervision.

b. The Perceived Role of the Classroom Aide

Most teachers in Title I (62% of teachers with 1 to 3 years in Title I schools and 90% of teachers there 4 or more years), and Model Cities (73%) indicated that they had had, or presently had, a classroom aide. Considerably fewer Partial Title I teachers (41%) indicated that they had had this kind of assistance in the classroom.

Teachers in the different categories of schools identified the activities and functions that classroom aides were supposed to perform. The most frequently identified activities by teachers across categories (60% or more) were:

Monitor pupils
Reinforce instruction
Set up audio visual equipment
Make instructional materials available
Attend to daily routine
Check test papers

Teachers who wrote in comments on aides in compensatory programs were generally favorable and indicated that aides were important to the teacher in carrying out compensatory programs. In responding to a question on the extent to which aides did what they were supposed to do, more Title I than Model Cities and Partial Title I teachers responded that aides did what was intended for them to do to a very great or considerable extent.

98% Title I teachers
57% Model Cities teachers
67% Partial Title I teachers

It is to be noted that only 15 of the 40 Partial Title I teacher respondents expressed views concerning aides. Additionally, while teachers generally were quite positive in their views concerning aides, some indicated that their responses were based upon good experiences with aides and that their experience had actually varied, with some aides doing their intended tasks and others not. Some teachers were critical of aides.

4. Attitudes of District Staff Toward Compensatory Educational Programs

a. Title I and Model Cities Programs

The majority of teacher personnel in each of the three categories expressed the view that most teachers after some experience in these programs were favorably inclined toward them.

71% Title I teachers
73% Model Cities teachers
51% Partial Title I teachers

Twenty to 26 percent of teachers across categories indicated that teachers attitudes were neutral, that is, neither favorable or unfavorable.

Almost one-fourth of Partial Title I teachers (23%) reported that experienced teachers were unfavorable or very opposed toward the program in contrast to 9% of Title I teachers, and 4% of Model Cities teachers.

Principals, reading specialists and central office staff were even more emphatic in expressing their views that teachers, after some experience in the programs, were most favorably inclined toward them.

83% of Principals
95% of Reading Specialists
100% of Central Office staff

None of these School District staff saw teachers as unfavorable or opposed to the programs.

b. Consequences to Students of Discontinuing Such Programs

A large proportion of teachers indicated that children now participating in Title I and Model Cities programs would suffer if such programs were discontinued.

81% of Title I teachers
67% of Model Cities teachers
58% of Partial Title I teachers

In Title I schools, 15 percent of the teachers felt that discontinuance would not affect children now involved very much; and four percent felt that students now involved would benefit from discontinuance.

In Model Cities schools nearly one-fourth of the teachers felt that students now involved would not be affected very much by discontinuance of compensatory programs. None of the teachers thought they would benefit.

Principals, reading specialists and central office staff, like the majority of teachers, emphasized the negative consequences to students now involved in discontinuing such categorical programs for education as Title I and Model Cities:

77% of Principals
96% of Reading Specialists
100% of Central Office staff

5. Staff Perceptions Concerning Eligibility Criteria

Title I and Partial Title I staff were asked whether the current policy of gearing services to individual student needs was better for children than gearing services to school criteria.

The majority of Title I and Partial Title I teachers indicated that they felt that gearing services to individual student criteria was either not as good or was much poorer.

80% of Title I teachers
56% of Partial Title I teachers

Partial Title I teachers had had experience mainly with services directed to individual students during the year or two that some aspects of the Title I program had been in operation in their schools, so their information on school criteria for services was presumably limited. Most Title I teachers had experienced the school criteria arrangement over a several year period, and only within the last year had experienced the services for individual arrangements.

Within Title I and particularly within Partial Title I schools there were a number of teachers who felt the services for individual arrangement was either better for children or about the same as school criteria arrangement.

20% Title I teachers
44% Partial Title I teachers

Title I and Partial Title I principals and reading specialists were emphatic in their views concerning "individual" criteria as being either not as good or much poorer than school criteria:

100% of Principals
81% of Reading Specialists

6. Review of Questionnaire Highlights

There is general agreement among respondents that the Title I and Model Cities programs have brought improvement for students in reading to a very great or considerable extent. Many reported improvements for students in other areas. Most respondents said there had been large improvements for teachers in knowledge and skill. Not nearly so many think there have been large improvements for parents or community in interest, support, or participation.

Many respondents report that the programs bring changes in the activities of the teachers. People who have had aides usually report that they perform six or more supportive activities. Comments indicate some criticism of aides, though the general evaluation is favorable.

Most respondents think that persons with experience on the Title I or Model Cities programs favor them. Most think that discontinuance of the programs would be bad for students now in them. While fewer than half (44%) of the Partial Title I teachers think that eligibility for Title I assistance being based on individual student need was not as good or much poorer(than basing it on school-wide student need), 80 percent or more of the principals, reading specialists, and Title I teachers had that opinion.

Seventy-three percent of all persons who returned useable questionnaires (212) stated that the educational programs paid for by the federal government have been good for the children.

C. Summary and Implications

The "hard data" for student outcomes can be interpreted to encourage some hope of improvement, but they fail to document consistent better performance of students, especially those who have been in the Title I and Model Cities programs longest. On the other hand, the data for Title I and Model Cities students do not document a downward trend, which has been true for the total District until recently.

At the same time, teachers and others who have been actively involved in the programs believe the Title I and Model Cities programs are having an important impact on students, as well as improving instructional staff. These educators generally believe that discontinuantion of the programs would be detrimental to the students now involved in them.

Christopher Jencks, a Harvard sociologist who has conducted extensive analyses of data on educational outcomes, argues that schools need to have the resources which teachers believe make a difference, even in the absence of data which demonstrate such a difference. He states that the views teachers and students have regarding their work situation are that important.[1]

The results of this study, as well as many other studies of compensatory programs, suggest that no given set of materials or single approach to education will bring improvement for all teachers and all students, and all classroom groups in all school settings.

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[1] Jencks, C., Smith, M., Ackland, H., Bane, M. J., Cohen, D., Gintin, H., Heyns, B., & Michelson, S. Inequality. New York: Basic Books, 1972.

Given the openness and commitment evidenced by the leadership of the Division of Urban Education in requesting this study and in accepting the findings, it may well be that a different approach to educational improvement can be evolved which permits and promotes greater adaptation to the variety of factors which influence what a given child learns. In the meantime, the views of involved educators, and some indications in the ITBS data, argue for continuation of the programs.

In this regard, program development and administrative decisions will be greatly facilitated if there is built into this process, continuous evaluation of progress toward the most crucial objectives which schools are trying to attain.

In the present evaluation, there were a number of program objectives that could not be directly evaluated because data were not available. Students' self esteem, interest in and attitudes toward school, and rate of achievement in various skill areas (for third grade students), were some of these. Likewise, for school personnel there was no direct evaluation of teachers instructional development or that of other instructional staff resulting from involvement in the programs. Continuous and systematic evaluation in these areas over the several years of the programs would have provided valuable information to decision makers, program planners, and implementers.

The idea of continuous evaluation geared to crucial school objectives implies a larger School District evaluation capacity which is closely linked to program development. Hard choices of objectives to be evaluated, and careful planning of the evaluation design, should make this effort feasible in terms of costs to the District. Periodic external audits could provide additional objectivity and a broader perspective. Intensive studies of particular programs could generate needed understanding of special aspects they are intended to provide.

II. BACKGROUND

A. Request for the Study

During the winter of 1972-73, the leadership of the Division of Urban Education decided to obtain an evaluation of some aspects of compensatory programs operated by the District. They wished to have the evaluation conducted by persons not on the staff of the District in order to increase objectivity. Initial discussions with staff of the Institute for Community Studies led to an agreement to formulate and conduct a study focussing on student outcomes and staff perceptions of the educational aspects of the Title I and Model Cities programs.

A number of descriptions of the programs have been written, and the interested reader is referred to the Division for fuller explanations.[1] A brief description will be provided here. In 1966 the School District was reorganized and a Division of Urban Education established. One of the major goals was to improve instruction for inner city children. The Assistant Superintendent in charge of this Division at its beginning decided to emphasize improvement of communication skills at the elementary level, particularly in reading. In implementing this decision, the Sullivan Programmed Reading Program was selected for use in the early grades; it was introduced to the schools in 1968. Reading specialists were assigned to each of the 13 elementary schools participating in the Title I program. Speech improvement/language development teachers were assigned to work with classroom teachers. Paraprofessional aides were recruited and trained to help classroom teachers. Resource centers were added in some schools, and more audio-visual and instructional materials were provided. An expanded in-service training program for teachers was mounted. An instructional services center to coordinate special services and assist in developing educational materials was established.

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[1] Some of the relevant documents are these:

Wheeler, R. R. Report on Reading Achievement in the Division of Urban Education, 1966 to 1970. Kansas City, Mo.: The School District of Kansas City, Mo.

_____. A General Overview of Needed Innercity Educational Measures. Kansas City, Mo.: The School District of Kansas City, Mo.

Division of Urban Education, School District of Kansas City, Mo. Uplift 1968. Kansas City, Mo.: The School District of Kansas City, Mo., 1968.

_____. The Division of Urban Education. Kansas City, Mo.: The School District of Kansas City, Mo., 1972.

Webster/McGraw-Hill. Research Report 2: Programmed Reading, An Exemplary Project. New York: McGraw-Hill, 1971.

In the fall of 1969 preparations began to mount an educational improvement effort with funds from the Model Cities program. Although arrangements did not move as rapidly as intended, a number of the elements of the Title I program were initiated in eight additional elementary schools in the fall of 1970. The Sullivan program was introduced (in seven of the eight schools), although materials were short. Some aides were recruited and introduced during that school year, and more were added the subsequent year. In three schools EDL Reading Laboratories were added. The emphasis was on the kindergarten through grade three years in those efforts supported by Model Cities.

Title I funds, available from the federal government, are distributed to schools within the District on the basis of demonstrated educational and financial needs. In the earliest years of School District participation in the program, 13 schools were determined by District staff to be most qualified, and were involved in the Title I program. In 1972, ten of the original 13 were still involved. In addition, several other schools had become eligible for participation. Three of the schools which were not previously involved received some assistance which was principally used for remediation of reading problems in the 1971-72 school year. Since the volume of compensatory assistance was small that year and concentrated in the early grades, it is unlikely to have had measurable impact on third grade students and was considered non-existent at the sixth grade level. These schools are referred to in this report as Partial Title I.

The three groups, or categories, of schools described in the paragraphs above are, in 1973, receiving some form of compensatory assistance to improve the educational program offered the students. For purposes of the study, however, the differences among them permit evaluation of the impact of compensatory programs. In the next section of the report, the way the evaluation was performed is described.

B. Research Plans and Design

In the course of discussions with staff of the Division of Urban Education, two salient questions were identified for study:

> Do students who have had extended experience in Title I or Model Cities programs score higher on cognitive achievement measures than do students in comparable school settings which do not have such programs?
>
> What attitudes and reactions do staff members have to the Title I or Model Cities program of which they are a part?

In this part of the report, the procedures used to answer those questions will be organized in two sections, one for each question: Student Outcomes and School District Staff Perceptions.

1. Student Outcomes

a. Analyses of Long-Term Students

(1) General Design Considerations

Although some interest was expressed in impacts which the programs may have had on teachers, other staff, resources, and the organization and procedures of the District, most concern was focussed on student outcomes. From the beginning of the program, student emotional and social development had been objectives. However, emphasis had been clearly laid on cognitive outcomes, the learning skills. In the words of the first Assistant Superintendent of the Division, ". . . the development of reading skill and language facility was assigned the highest priority."[1]

Staff of the Division were interested, therefore, in having the evaluation determine whether students in the Title I program demonstrated higher reading skills and other cognitive skills. They were especially interested in the outcomes for students who had been in the program for extended periods of time. It was agreed that data selected for study would be on students who had been in the program for 70% or more of their school years. The question actually studied might be phrased "What are the impacts of the Title I and Model Cities programs on the cognitive skills of long term students in those schools?"

Outcome data for 1972 were selected for analysis. In that year, sixth grade students in Title I schools had the potential of having been in the program from its inception in 1966.

Cognitive achievement data are routinely collected by the School District from students in the third and sixth grade. The data collection instrument used is the Iowa Tests of Basic Skills (ITBS). These instruments were carefully developed by qualified experts. However, they depend a great deal on the administrator carefully following specific instructions. The District depends upon teachers to administer the tests. Under existing circumstances, many factors may bring bias into the scores obtained. Teachers may not have the knowledge, skill, or experience which provide the precise administration

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[1] Wheeler, R. R. Report on Reading Achievement in the Division of Urban Education, 1966 to 1970. Mimeo. Kansas City, Mo.: The School District of Kansas City, Mo.

required. Unconscious factors may also have an effect. Teachers are aware that someone, somewhere, may consider the test results in their performance evaluation. They also are aware that the test results have some impact on the allocation of Title I funds. To sum up, there is an unknown amount of "noise" or bias in the ITBS data for the District. Given the post hoc nature of this study and its financial limitations, the available ITBS data had to be used. The same form of the ITBS was used during the years 1966 through 1972.

To permit a better basis for studying program impact, comparison students were sought. Schools in which students came from roughly comparable socio-economic status were identified as those receiving Model Cities assistance and, in recent years, five other schools. These latter five were just beginning to participate in the Title I program. Most began in the 1972-73 school year, which was subsequent to the spring, 1972, data collection which is used in this study. These three sets of schools provided the basis for three-way comparisons to permit the analysis of the impact of compensatory programs, as will be spelled out in the next several paragraphs.

In the spring of 1972, sixth grade students in Title I schools could have participated in the Title I program during all of the time that it was implemented in the District. Sixth grade students in Model Cities schools would probably have not been affected at all by that program because it was not initiated until the fall of 1970 and was concentrated in the early grades. Students in the sixth grade in 1972 in Partial Title I schools would have had no effects of such compensatory programs. The three-way comparisons among these schools at the sixth grade therefore provides two groups which had, essentially, had no compensatory program and the Title I students which had been in that program.

At the third grade level, a different situation existed in the spring of 1972. The Title I third graders had the possibility of having been in Title I programs all their school lives. The third grade students in Model Cities schools could have received the help of the program for two years, 1970-1972. In the Partial Title I schools, most third graders would have received no help from the programs. Thus, Title I students might have received most help, Model Cities students might have received two years worth, and Partial Title I students very little or none. Comparisons could reveal the differential effects of the three levels of input.

Studying all of the students in the 23 relevant elementary schools was deemed much too large a task for the resources. The decision was made to focus on third and sixth grade students, since ITBS data were available and those grades provided good comparisons, given the length of time the Title I and Model Cities programs had been in operation.

(2) Specific Design Decisions Regarding the Basic Analysis

Consideration was given to various ways of assessing program impact in order to make comparisons. Most attractive was some measure of gain or of performance in 1972 which was different from what earlier indications would have predicted. It was thought that data on very early school achievement, or on very early indications of ability to learn (IQ), might be used to predict outcomes through regression procedures. Then variation of predicted scores from actual scores could be studied across the three categories of schools. However, no standardized measures had been collected on students in all schools prior to the third grade. It was believed that by that time program effects would have taken place. To use data collected after the program had had an impact to make predictions would distort the analysis, so this procedure was not used.

Therefore, it became necessary to use a post only, comparison groups design. That is, 1972 ITBS data for students in the three categories of schools would be compared. To promote the power of the analysis and reduce costs of data retrieval, it was decided to perform the analyses on data from 100 students from each category of school at each grade level. Student selection processes will be described in the next subsection of the report, which is headed, Selection of Student Data.

The basic study design is represented in the table below.

Table II-1

Comparison of ITBS Scores for Long Term Students in Three Categories of Schools

ITBS Scores	Title I Schools	Model Cities Schools	Partial Title I Schools
1	[a]		
2			
3			
4			
5			

[a]Data from 100 students in each cell of the table.

In the discussions between staff members of the Division of Urban Education and staff of the Institute for Community Studies, various factors which might mask or distort comparisons among the three categories of schools were considered. One was the possibility that learning ability might be different in one group than another. After reviewing the controversy of recent years regarding the meaning and use of IQ measures, Division staff expressed a desire that non-verbal IQ measures be used in part of the analysis to be sure differences in learning ability did not distort the meaning of the results. Such data were obtained from test records.

Another factor which was discussed was student movement from one school to another. Division staff reported that there was a great deal of movement of families within the inner-city area. This movement presented students and teachers with the difficulties of constantly learning new needs and new groups and new procedures, thus reducing the time and energy for working on the cognitive objectives. Since such student movement might be quite different from one school category to another, it was decided to check this factor in the analysis. Therefore, data were obtained from the cumulative cards on the number of times students moved from one school in the District to another.

(3) Selection of Student Data

In this section of the report, the process and rationale for selecting a sample of students whose data would be used in the analysis are explained. Three criteria were applied to select the pool of students from which the final samples were selected: (1) exposure to the educational program of a given category of school; (2) availability of Iowa Tests of Basic Skills (ITBS) data; and (3) availability of IQ data.

As discussed above, to provide a better opportunity to assess the impact of the Title I and Model Cities programs, it was decided to select youngsters who had been in one or another school in a given school category for at least 70% of the time they could have been in school. Thus, for a sixth grade student to be considered as in the Title I Program, he would have had to have spent five of his seven years in one of the ten elementary schools still participating in the program in the spring of 1972 which had been participating since the beginning. Similarly, sixth grade students in the comparison schools identified as Model Cities would have had to have been in one of the eight schools (which had participated in that program from 1970 through 1972) for five of the seven years. The same would be true for the comparison schools that are referred to as Partial Title I schools.

The requirement for third grade students to be included in the study was that they had been in one of the schools in a given category for three of the four years that they were in school.

In addition, each student had to have been in school 70% of the time for each of the years that he was considered in the program.

Since the analysis of student outcomes had to be based on already available data, the population of students who might be included in the analyses had to have completed the Iowa Tests of Basic Skills (ITBS) in the spring of 1972.

Since it has been decided to use non-verbal IQ data in the analyses, it was necessary to retrieve those data on the population of students. A number of students did not have IQ data, and they were therefore eliminated from the sample pool. The measure used for sixth grade students had been administered in the fifth grade; that for third graders had been administered during their third grade year.

To review, the pool of students from which the final samples were drawn were those students who (1) had been in the program for 70% of their school experience, (2) had data available on the Iowa Tests of Basic Skills for all tests to be used for their grade level, and (3) had non-verbal IQ data available. As a consequence, approximately 71% of the sixth grade population was eliminated, and approximately 65% of the third grade population was eliminated. Such a reduction obviously raises the question of what kind of bias has been introduced by such selection processes. It seems clear that students in the analysis are those students who come from relatively non-mobile families. Although students could have moved from one school to another with a fair degree of frequency, they did have to remain within those areas served by the schools in their particular program. In addition, many of those students who are ill often or intensely dislike school were also eliminated by the requirement that they be in attendance 70% of each school year. Additionally, the fact that all of the data were available for the students to be studied means that they attended regularly and were willing to respond to the intelligence and achievement measures.

The remaining groups of students in each school category and grade level varied in number, ranging from about 165 to about 265. To facilitate the analysis, it was decided to have 100 students for each school category for each grade level. Students were, therefore, deleted according to random sample procedures to approximate 100 in each of the categories. Information regarding numbers of students at each stage in the sampling process is shown in Table II-2.

The final sample is approximately 15% of the population of students in those two grades in the 23 schools.

Table II-2

Student Data Sample

	Number on Attendance Rosters (Population)	Number Meeting Selection Criteria (Eligible)	Students Selected		
			N	Percent of Population	Percent of Eligible
Sixth Grade					
Title I	731	210	100	13.7%	47.6%
Model Cities	720	215	100	13.9%	46.5%
Partial Title I	580	166	100	17.2%	60.2%
Total in 23 Schools	2,031	591	300	14.8%	50.8%
Third Grade					
Title I	701	223	100	14.3%	44.8%
Model Cities	680	268	100	14.7%	37.3%
Partial Title I	624	207	100	16.0%	48.3%
Total in 23 Schools	2,005	698	300	15.0%	43.0%

b. Additional Studies Utilizing ALL Third Grade Students

(1) Comparison of 1972 Data Across School Categories

As the result of a variety of considerations, it was decided to repeat the basic analyses with third grade students, this time using the Vocabulary and Reading Comprehension data available on all students in the 23 schools at the time of testing in the spring of 1972, regardless of the amount of time spent in any given school or category of school. This provided a check on the similarity of the sample to the population.

(2) Examination of Evidence of Change Over Time

Despite earlier decisions to relinquish studying change (because of the prohibitive cost of retrieving data for students who would have fit the criterion of 70% of their school years in a given category), the interest in obtaining some indication of change continued. As a result, it was decided to obtain data on all students who were in the third grade in the 23 schools in the spring of 1966. Such data permitted comparisons among the three categories in 1966 and comparisons within categories between 1966 and 1972. It should be noted that changes in the socioeconomic level and other characteristics of the families living in a given school district (or of a set of schools comprising one of the categories) may be the determining factors for any differences which might appear between the two years — thus changing any program impact.

An additional, quite limited, study was pursued, that of charting and examining the available school average scores for each of the 23 schools over the period 1966 through 1972. Such an examination was expected to reveal strong or consistent trends.

c. Summary of Research Plans and Design for Student Outcomes

The basic study of program impact was to be through comparison of scores of long term students in each of the three categories of schools, both sixth and third grade students.

In addition, third grade data for all students in 1966 would be compared across categories. Within categories, data for 1966 third grade students would be compared with 1972 data for evidence of change.

Finally, evidence of trends would be sought in school average scores for the period, 1966 through 1972.

2. School District Staff Perceptions and Attitudes Regarding the Programs

a. Questionnaire Design

With regard to the second question (What are the reactions of teachers and other staff to the programs?), a questionnaire study was designed to elicit from School District personnel their views regarding four areas: (1) effects of the programs on students, School District staff, and parent and community involvement with the schools; (2) program and other factors thought likely to bring about those effects; (3) factors affecting program implementation; and (4) compensatory programs generally.

Most of the questionnaire items were of the "closed end" variety, for which alternative answers are provided, and the respondent marks the alternative of his choice. Some of the items asked respondents to write in their own answer. On many items, space was provided for additional comments which respondents might wish to make.

Although there were three categories of schools, there were only two programs, Title I and Model Cities. Therefore, the Title I and Partial Title I personnel responded to exactly the same questionnaire. The questionnaire used with Model Cities staff was very nearly the same; in most cases only the referent, Model Cities, was changed. Copies of the questionnaire are included as Appendix A.

b. Selection of School District Staff for Questionnaire Sample

To provide a variety of viewpoints, the questionnaire was distributed to teachers, reading specialists in the schools, other in-school specialists, principals, central office specialists, and central office administrators related to those schools. All reading specialists, all principals, and all central office staff were provided questionnaires. Samples of teachers were selected from each of the three categories of schools. In Title I schools, teachers were selected if they were eligible for Title I assistance in 1973 and were teaching in regular classes (not special education, industrial arts, or homemaking). Eligibility for assistance was determined by the School District on the basis of economic and educational disadvantagement of the children in a given class. The amount of disadvantagement determined the amount of assistance.) Experience in other teaching settings did not influence selection for the Title I sample.

In Model Cities schools, all teachers of regular classes whose teaching experience during the years 1966-1973 was reported to have been only in Model Cities schools were selected. This was done to insure that the smaller number of teachers who would be

selected would be informed about the Model Cities program and be responding with experience in those schools. The actual sample included one teacher with one year's experience in a Title I school six years before and another with three years' experience in PTI schools prior to three years in MC.

In Partial Title I schools, all teachers of regular classes who were eligible for assistance and whose teaching experience during the period 1966-1972 was reported to have been only in Partial Title I schools were selected. The actual sample included one teacher who substituted one year in an MC school and another who taught one summer in an MC school during the period 1966 through May, 1972.

Table II-3 shows the number of completed questionnaires returned in comparison with the total number of teachers shown in the School District Directory, the number of teaching experience forms returned, and the number of questionnaires distributed. The teaching experience forms were distributed to teachers in the 23 schools involved and requested information on school and grade taught in during the years 1963 through 1972, since the school taught in in 1973 was known. The total number of questionnaires distributed to teachers, specialists, and administrators was 271. The total number completed and returned was 212, giving a return rate of 78%.

Table II-3

Questionnaire Return Rate for Teachers and In-School Specialists

School Category	Number of Teachers and Specialists	Number of Teaching Experience Forms Returned	Number of Questionnaires Distributed	Number of Completed Questionnaires Returned	Completed as Percent of Distributed
Title I	201	188	113	82	73%
Model Cities	150	114	61	54	89%
Partial Title I	144	114	61	47	77%

III. ANALYSIS OF STUDENT OUTCOMES

A. Data Analyses for Sixth Grade Students

1. Results for "Long Term" Sixth Grade Students

a. Student Selection and Data Retrieval Procedures

As explained above, it was decided to analyze cognitive achievement data for students who had been in the programs approximately 70% of their school lives. For sixth graders, this meant that they had to have been in one of the schools in the category of schools in which they completed the sixth grade for five or more years. Through careful examination of cumulative records, it was possible to identify such students. Scores were obtained for these students on the Iowa Tests of Basic Skills and from the Lorge-Thorndike Intelligence Test. Data were also obtained from cumulative records regarding the number of different schools in the Kansas City system which the student had been in and what his family situation was (that is, whether he was living with both parents, one parent, etc.).

When all of the eligible students for a given school were identified, the total number of students for all the schools in that category was determined. A sampling ratio was determined which would provide a total of slightly over 100 students for that category. Using that ratio, students were selected from each of the schools to obtain the sample for that category. Following final checks, a few students were randomly deleted to produce a total of 100 students in each of the school categories.

It was decided to use multivariate analysis of variance procedures which would permit testing whether there were differences among the categories of schools when examining all of the ITBS scores at one time. The outcome variables for sixth grade students were Vocabulary, Reading, Language, Work Study, and Arithmetic.

b. Results of Comparisons Among School Categories

The first major test was conducted comparing the basic grade equivalent scores which are summarized in the first three columns of Table III-1. The mean scores for the 100 students in each category are presented for five ITBS scores. The statistical test applied (multivariate analysis of variance) indicated that none of the three categories (Title I, Model Cities, or Partial Title I) differed significantly from each other.

Table III-1

Average Scores of Sixth Grade Students on the Iowa Tests of Basic Skills by School Category; Regular Scores, Scores Adjusted for Student School Moves, and Scores Adjusted for Non-Verbal IQ

ITBS Test	ITBS Average								
	Regular Scores			Scores Adjusted for Number of School Moves			Scores Adjusted for Non-Verbal IQ		
	Title I (N=100)	Model Cities (N=100)	Partial Title I (N=100)	Title I (N=100)	Model Cities (N=100)	Partial Title I (N=100)	Title I (N=100)	Model Cities (N=100)	Partial Title I (N=100)
Vocabulary	5.14	5.17	4.96	5.14	5.17	4.96	5.06	5.08	5.13
Reading	5.29	5.07	5.00	5.29	5.07	5.01	5.22	5.00	5.15
Language	5.32	5.22	5.16	5.33	5.22	5.16	5.24	5.14	5.32
Work Study	5.36	5.43	5.18	5.36	5.43	5.18	5.29	5.36	5.31
Arithmetic	5.32	5.39	5.28	5.32	5.39	5.28	5.24	5.32	5.42

Earlier discussion with staff of the Kansas City School District had indicated that high student mobility within a limited geographic area is often a source of difficulty for teachers and the students. Information on the number of times a student changed schools within the District was obtained. This factor was taken into consideration (through covariance), and the analysis was re-run. The student mean scores adjusted for this factor are presented in the middle three columns of Table III-1. None of the differences among the three school categories were significant.

Discussion with District staff also brought out concern as to whether student ability variation from one school category to another might hide or distort the actual effects the programs are having. Although there is controversy about the measurement of "innate learning ability," measures providing IQ scores are often used as evidence of ability to learn. Because such measures may be culturally biased — especially verbal measures, staff of the School District suggested that the non-verbal score on the Lorge-Thorndike be used.

The final three columns of Table III-1 present the student mean scores adjusted for I.Q. for each school category. These scores provided the basis for another analysis to determine whether there were differences among the school categories. Again, no differences were significant.

Thus, analyses based on these student samples indicate that there is not clear and persuasive evidence that differences in scores arise among sixth grade students who have been in Title I, Model Cities, or Partial Title I schools for most of their school career.

Because much emphasis in the Title I program was placed on Reading, the data regarding that outcome were especially scrutinized. The means in Table III-1 on Reading consistently show the students in Title I schools to have the apparent highest mean. This is different from each of the other ITBS measures. On the other measures, the Title I students appear to be lower than one of the other groups on some comparison. While this observation about Reading scores is only impressionistic, it is suggestive of some program impact on that skill.

c. Family Situation Analysis

Another factor which seems likely to influence student achievement, although it is a factor that is mainly outside of the influence of the school, is the child's family situation. It was thought that there might be a higher proportion of students with difficult family situations in one category of school or another which could distort the results of the present study. Information was obtained from the cumulative records indicating whether the student lived with both parents, one parent, or had some other family situation. Two comparisons were made. The first was between scores of students who live with both parents and the scores of students who live with one parent, one parent and a step-parent, aunts, uncles, grandparents, or guardians. The second comparison was between the scores of students who live with both parents and the scores of students who live with their mother. (Nearly all of the students lived with either both parents or with their mother. The analysis was run on the two comparisons just described because the limited number living with grandparents, etc., made a three-way comparison inappropriate.)

In these comparisons, the analysis again was done to study differences among the three categories of schools on student outcomes on the ITBS. None of the differences were significant between students with both parents and students with other family situations. Tables III-2 and III-3 present the means for both sets of comparisons. Both tables reflect the parent favorable impact of living with both parents. However, the small size of the differences and the variation within each Family Situation category mean that the differences may well be chance differences.

2. Results of Examining Trend Charts for Title I Schools

The average student scores for each Title I school for Vocabulary and Reading Comprehension were charted for the years 1966 through 1972. These charts are shown in Figures III-1 and III-2. Visual examination suggests that clear trends in the data are not evident. Fluctuations for any given school over the years are generally quite large, much larger than any change in the average for the 10 schools combined. Arbitrarily selecting the years 1966, 1969, and 1972, the following observations (not statistically-supported analyses) could be made. Reading comprehension scores in 1972 appear to be lower in 8 schools than in 1966, and the same is true for comparison with 1969. Vocabulary scores in 1972 were lower than in 1966 in six schools; such scores in 1972 were higher than in 1969 in five of the schools, and lower in five.

The broad, solid line shows the average score for all students in the 10 schools. No clear trend appears, although the over-all average does appear more stable in recent years.

Table III-2

Average Scores of Sixth Grade Students on the Iowa Tests of Basic Skills by Family Situation, Both Parents Compared With Any Other[a]

ITBS Scores	Average Scores					
	Title I		Model Cities		Partial Title I	
	Both Parents (N=43)	Any Other (N=53)	Both Parents (N=65)	Any Other (N=30)	Both Parents (N=60)	Any Other (N=36)
Vocabulary	5.37	5.01	5.21	5.17	5.15	4.69
Reading Comp.	5.37	5.31	5.02	5.14	5.15	4.77
Language	5.33	5.44	5.26	5.02	5.35	4.89
Work Study	5.41	5.41	5.40	5.39	5.29	5.01
Arithmetic	5.39	5.35	5.41	5.26	5.42	5.06

[a]Father only, mother only, guardian, grandparents, uncle, aunt, one parent and a step-parent.

Table III-3

Average Scores of Sixth Grade Students on the Iowa Tests of Basic Skills by Family Situation, Both Parents Compared With Mother Only

ITBS Scores	Average Scores					
	Title I		Model Cities		Partial Title I	
	Both Parents (N=43)	Mother Only (N=46)	Both Parents (N=65)	Mother Only (N=22)	Both Parents (N=60)	Mother Only (N=23)
Vocabulary	5.37	5.04	5.21	4.92	5.15	4.65
Reading Comp.	5.37	5.26	5.02	4.83	5.15	4.76
Language	5.33	5.53	5.26	4.78	5.35	4.84
Work Study	5.41	5.35	5.40	5.17	5.29	4.98
Airthmetic	5.39	5.29	5.41	5.17	5.42	5.08

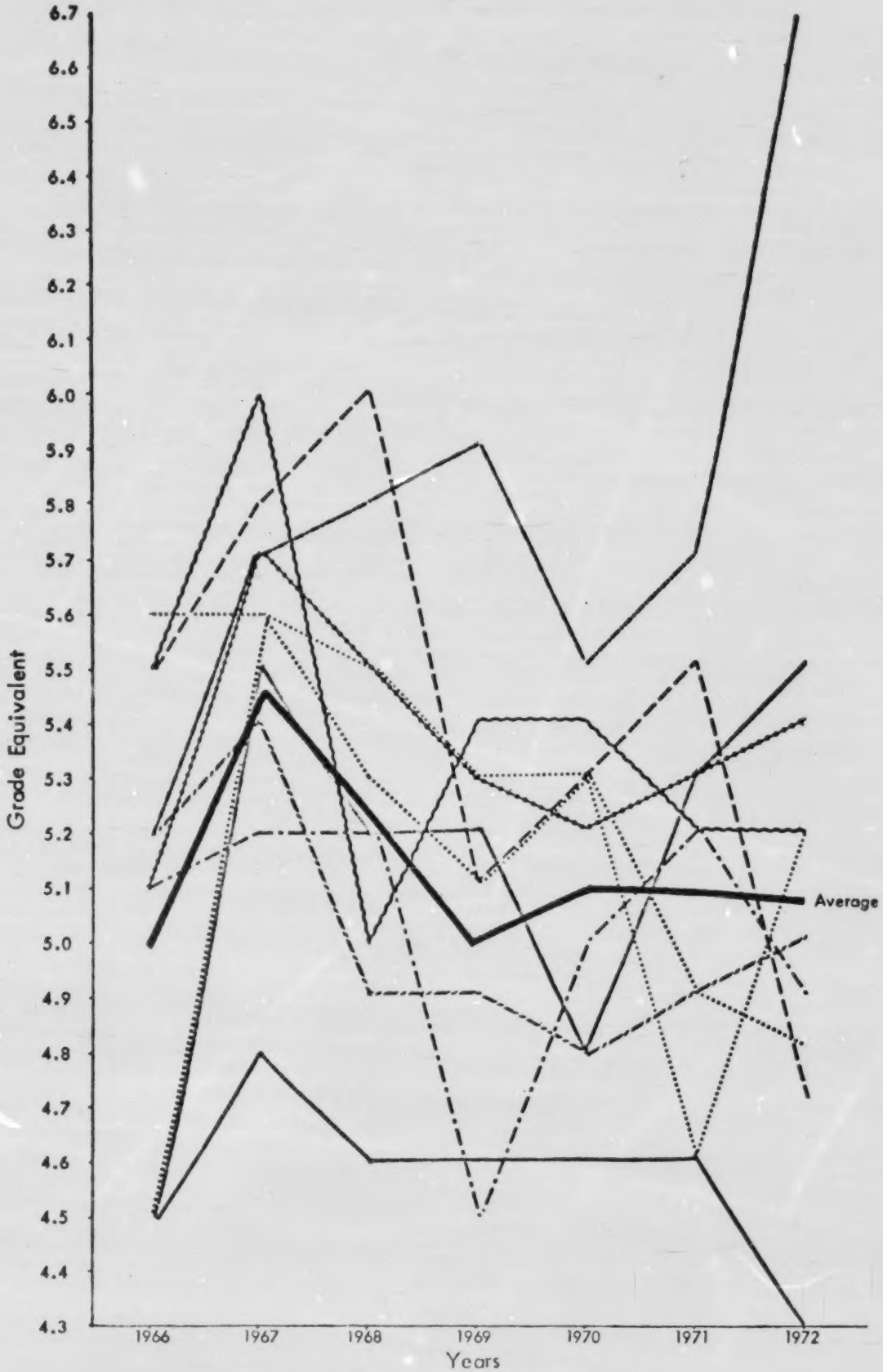

Fig. III-1.--Sixth grade average Vocabulary scores in 10 Title I schools and their grand average, 1966-1972.

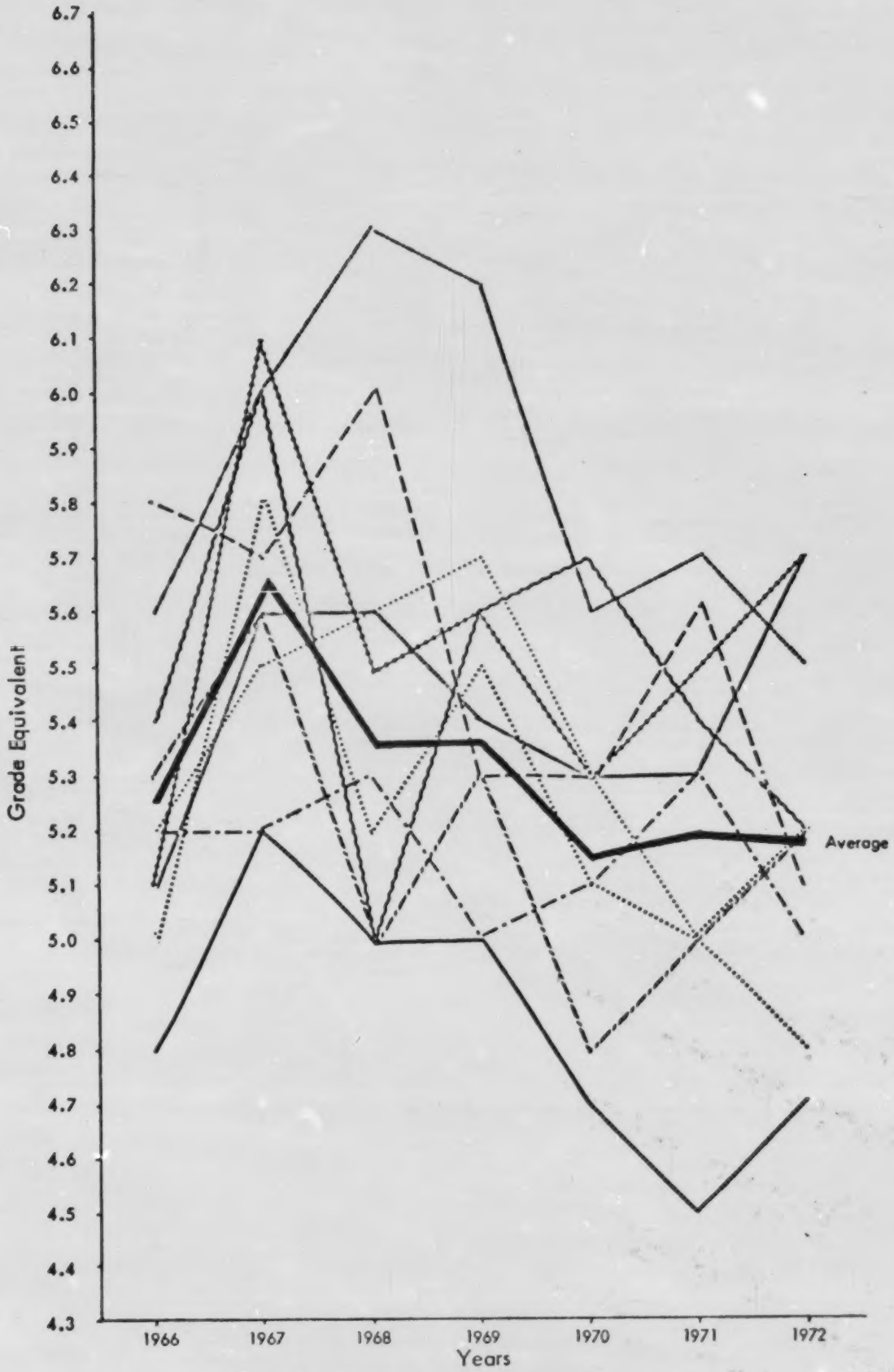

Fig. III-2.--Sixth grade average Reading Comprehension scores in 10 Title I schools and their grand average, 1966-1972.

3. Summary for Sixth Grade Students

ITBS scores, non-verbal IQ scores, and certain other data regarding mobility and family situation were obtained for sixth grade students who had spent five years in one of the following school categories: Title I, Model Cities, and Partial Title I. Differences among scores of students in the three categories were examined, and none were found to be statistically significant. This finding held when student differences in the number of school moves and non-verbal IQ were taken into consideration. While mean scores of Title I students were consistently apparently higher on Reading, those differences did not approach statistical significance and therefore may be due to chance.

B. Results of Analyses for Third Grade Students

The analysis of third grade data was more complex than that for sixth grade students. It will be reported in the following subsections:

1. Results for Long Term Grade Students
2. Results for Populations of Third Grade Students, 1972 Data
3. Results for Populations of Third Grade Students, 1966 and 1972 Data
4. Results for School Averages, 1972 Data
5. Results of Trend Studies
6. Summary of Data for Third Grade Students

1. Results for Long Term Third Grade Students

a. Student Selection and Data Retrieval Procedures; Analysis Outline

Procedures for selection of the third grade sample were similar to those used in selection of the sixth grade group. To be included in the sample a student must have attended schools in one of the three sets of categories (Title I, Model Cities or Partial Title I) for at least three of his four school years. It was the general opinion of the staff of the Division of Urban Education that a student who had been exposed to a particular program for 70% of his school time should be affected by that program. (Hopefully, program results would be discernible in his recorded test performance.) A final sample of 300 third-grade students was obtained, 100 in each category of schools mentioned above.

Scores were obtained for the students in the sample on the Iowa Tests of Basic Skills (ITBS) and from the Lorge-Thorndike Intelligence Test (L-T). Only three of the sections of the ITBS are administered to third graders in all the schools in the District: Vocabulary, Reading and Arithmetic. These three scores plus the Lorge-Thorndike non-verbal IQ score were the measures used in statistical comparisons.

Data were also obtained on the number of moves the student made from school to school within the district.

b. Results of Comparisons Among School Categories

A major thrust of the Title I program has been toward improvement of reading ability. As described in section II (Background) of this report, there were differences among the reading programs in the three categories of schools, perhaps the most visible one being the use of the Sullivan Reading program in the Title I schools and more recently in the Model Cities schools.

The Title I program had been in operation for the full length of the "school lives" of third grade students who attended them, and the Sullivan program had been in use during that time. Model Cities schools had been receiving assistance from the fall of 1970 through the spring of 1972, when the data were originally collected on student outcomes. The Sullivan program was initiated in seven of the eight schools, although materials were late in arriving in the classrooms. Classroom aides, also late, were introduced into Grades 1 and 2. In three of the schools having Sullivan materials, EDL reading laboratories were established. Partial Title I schools continued with the Scott, Foresman program.

The comparisons among the three categories of schools on third grade student outcomes were made using the same procedures as were used with sixth grade students. The mean scores for the three tests are presented in Table III-4 . The first analysis examined the regular grade equivalent scores which appear in the left part of the table. Although the mean scores of Title I students appear to be higher, there is not a significant difference.

To test whether differences in student movement among schools might affect differences among school categories, this factor was taken into account (through covariance procedures). The analysis was run, and no significant differences among categories were found. (The mean scores adjusted for this factor appear in the middle of Table III-4 .)

To determine whether learning ability as represented by non-verbal IQ scores might affect differences among school categories, this factor was taken into consideration (through covariance), and the analysis run. Again, no significant difference was found. (Adjusted mean scores are reported on the right side of Table III-4 .)

Table III-4

Average Scores of Third Grade Students on the Iowa Tests of Basic Skills by School Category; Regular Scores, Scores Adjusted for Student School Moves, and Scores Adjusted for Non-Verbal IQ

ITBS Test	ITBS Average								
	Regular Scores			Scores Adjusted for Number of School Moves			Scores Adjusted for Non-Verbal IQ		
	Title I (N=100)	Model Cities (N=100)	Partial Title I (N=100)	Title I (N=100)	Model Cities (N=100)	Partial Title I (N=100)	Title I (N=100)	Model Cities (N=100)	Partial Title I (N=100)
Vocabulary	2.98	2.84	2.81	2.98	2.85	2.81	2.95	2.86	2.83
Reading	2.99	2.94	2.93	2.99	2.94	2.93	2.95	2.96	2.95
Arithmetic	3.09	3.01	3.00	3.09	3.02	3.00	3.05	3.03	3.02

c. Family Situation Analysis

As with sixth grade students, information was obtained indicating whether these third grade students lived with one or both parents or in some other family situation. The analysis indicated that differences among school categories are not affected by these considerations. There are no differences among categories when family situation is taken into consideration. (Tables III-5 and III-6 present the mean scores involved in these comparisons.)

d. Summary of Analyses for "Long Term" Third Grade Students

None of the comparisons among the three programs identified any significant differences on ITBS scores for "long term" third grade students. This basic finding remained true when student moves (among schools) was considered, when non-verbal IQ was considered, and when family situation was considered.

2. Results for the Populations of Third Grade Students, 1972 Data

a. Data Retrieved

Although the initial intent of the study was to examine outcomes for "long term" students, it was deemed desirable to have some basis for checking those outcomes with some outcomes for all students in those schools at one of the grade levels. Prior to the analysis of data for "long term" students, it was decided to retrieve Vocabulary and Reading Comprehension data for all third grade students in the 23 schools involved. An additional comparison was suggested in the form of "all other" elementary schools.

Data on means, numbers of students, and standard deviations were retrieved from test records for the 10 Title I schools, eight Model Cities schools, five Partial Title I schools, and 54 other elementary schools. (Among the 54 was one which had become part of Title I prior to 1972 but had been eliminated from that group in order to have students with long tenure.)

b. Results of Comparisons Among Three School Categories

Using data from all students in the Title I, Model Cities, and Partial Title I third grades, comparisons were made across school categories on the mean scores for Vocabulary and Reading Comprehension. These data are in Table III-7.

Table III-5

Average Scores of Third Grade Students on the Iowa Tests of Basic Skills by Family Situation, Both Parents Compared With Any Other[a]

ITBS Scores	Average Scores					
	Title I		Model Cities		Partial Title I	
	Both Parents (N=42)	Any Other (N=54)	Both Parents (N=51)	Any Other (N=44)	Both Parents (N=72)	Any Other (N=21)
Vocabulary	3.10	2.91	2.83	2.87	2.86	2.74
Reading Comp.	2.97	3.01	2.94	2.92	2.97	2.90
Arithmetic	3.15	3.06	2.98	2.96	3.10	2.86

[a]Father only, mother only, guardian, grandparents, uncle, aunt, one parent and a step-parent.

Table III-6

Average Scores of Third Grade Students on the Iowa Tests of Basic Skills by Family Situation, Both Parents Compared With Mother Only

ITBS Scores	Average Scores					
	Title I		Model Cities		Partial Title I	
	Both Parents (N=42)	Mother Only (N=48)	Both Parents (N=51)	Mother Only (N=38)	Both Parents (N=72)	Mother Only (N=17)
Vocabulary	3.10	2.95	2.83	2.92	2.86	2.72
Reading Comp.	2.97	3.01	2.94	2.93	2.97	2.89
Arithmetic	3.15	3.12	2.98	3.01	3.10	2.82

Table III-7

1972 ITBS Vocabulary and Reading Comprehension Data for All Third Grade Students in Four Categories of Schools

Vocabulary

	Title I	Model Cities	Partial Title I	All Others
Number of Students	514	529	495	3,607
Average Score	2.97	2.82	2.76	3.31
Standard Deviation	.874	.906	.883	1.00

Reading

	Title I	Model Cities	Partial Title I	All Others
Number of Students	518	529	492	3,755
Average Score	2.97	2.88	2.87	3.40
Standard Deviation	.966	.825	.844	1.15

The Vocabulary mean score for students in the Title I schools was significantly higher than the mean for students in the Model Cities and Partial Title I schools. This finding contrasts with the absence of significant results for the "long term" students, and requires explanation.

Examination of the means scores and the standard deviations for the "long term" students and for the whole population (which includes the "long term" students) demonstrates that the differences are small. The reason for the significant difference for the population arises from the fact that larger numbers are involved. That is, a difference among groups of 100 is not significant, while about the same difference on groups of 500 is significant.

But the issue must be faced of what the practical meaning of such findings may be. It has been said, statistics do not lie, but liars use statistics. The matter may be summarized by noting that the maximum differences among these three categories are small, on the order of two months. It is probably not a chance difference, but the fact that quite large numbers of students had to be considered reflects the existence of considerable overlap in the distributions of scores of the school categoies. Each reader will consider whether a difference of that magnitude is sufficient to satisfy his criteria of "practicai" difference. The reader will find help in thinking about that by continuing to review additional analyses presented below.

The same analytic procedures were followed for Reading Comprehension. There is a "suggestion" of differences, but even with these numbers of students, differences among the three school categories were not significant.

c. Results of Comparisons Among Four School Categories

As indicated above, similar data were also obtained for all third grade students in the remaining elementary schools in the District which had not been included in the previous analyses. The data for these schools are also in Table III-7. These data were compared with the data for the other three categories of schools. For both Vocabulary and Reading Comprehension, the mean scores for students in "All Other" schools were significantly higher than the mean scores for students in the other three categories of schools.

3. Results for the Populations of Third Grade Students, 1966 and 1972 Data

a. Data Retrieved

An initial interest in the study had been to make comparisons between student outcomes in 1966 and 1972. After initial exploration, 1966 data were abandoned for the "long term" students. The primary consideration was the cost factor involved in retrieving such information. Another important consideration was changes in the population of families living in the areas served by the various schools.

The interest continued to exist, and a decision was finally reached to retrieve minimal data for the 23 schools involved in the major analyses. Vocabulary and Reading Comprehension data were obtained for the students in the third grade in those schools in 1966.

b. Results of Comparisons Within Categories

Two kinds of analyses were thus made possible. The first was the analyses described previously in which outcomes for students in the three categories of schools can be compared for a given year. The second is the comparison of 1966 outcomes for students within a category with the 1972 outcomes for the students in that category. The data for 1966 are presented in Table III-8 . Comparisons are made using data from that table and Table III-7.

Title I third grade students in 1972 had a significantly higher mean score in Vocabulary than their predecessors in 1966. They had essentially the same mean in Reading Comprehension.

There were no differences for Model Cities students. Students in 1972 had basically the same mean scores as did students in 1966.

Third grade students in Partial Title I schools had significantly lower mean scores for both Vocabulary and Reading Comprehension in 1972 than did third grade students in those schools in 1966.

To put these findings together more clearly, it may help to bring back Figure 1 from the Summary, that is, section 1 of this report. That figure portrays the suggestion in the data that students in Title I are probably better off in 1972 than students were in 1966. Model Cities students are the same in both years. Partial Title I students seem to be faring less well. These results suggest that the Title I program, going longest and strongest in Title I schools, is having an impact. Much of that same

Table III-8

1966 ITBS Vocabulary and Reading Comprehension Data for all Third Grade Students in Three Categories of Schools

Vocabulary

	Title I	Model Cities	Partial Title I
Number of Students	755	857	516
Average Score	2.81	2.88	2.92
Standard Deviation	.901	.889	.917

Reading

	Title I	Model Cities	Partial Title I
Number of Students	757	857	516
Average Score	2.95	2.94	3.00
Standard Deviation	.971	.969	.996

program, at work a shorter period of time in Model Cities schools, may have influenced those schools to "hold their own." The absence of such additional input for the Partial Title I schools may help explain the decrease in student means from 1966 to 1972.

CAUTION: When one is looking at results from two points in time, he must stay aware that the results from either time (or both) may result from factors that are totally outside his attention. As an example, large numbers of students may be moving from schools in one area to another, thus changing the type of student in a given area. During the 1960's many families moved from the Title I area into the Partial Title I area.

On the other hand, large numbers of students are being considered. The general similarity of the means across categories suggests that no major accidental condition produced the significant differences.

4. Results for School Averages for Third Grade Students, 1972 Data

In section II of this report, it was explained that staff were interested in factors which might influence the outcomes so as to distort the impact of the program. Much research has shown relationships between the socio-economic status of the parents or home of the student and student outcomes. It was not feasible in this project to obtain data on socio-economic status for individual students. However, the Evaluation Coordinator for the Division of Urban Education recently performed an analysis of 1970 federal census data regarding families categorized as below the poverty level. He computed the proportion of families below the poverty level for each school area, extrapolating from census tract data.

The federal definition of poverty is based on the estimated cost of food for the family (dwelling unit). The food requirements upon which estimates are based are very minimal but technically adequate for short periods of time, according to Department of Agriculture definitions. The family food cost estimate is also based on a variety of factors, including family size, sex of head, age of members, and place of residence (farm or non-farm).

Thus, it was possible to obtain for each school an estimate of the percent of families below the poverty level. These were used as the indicator of socio-economic status in this study.

Since these data were available by school, and not by individual student, it was necessary to have a school score on student outcomes to proceed with the analysis. Mean scores were obtained, as previously described, for all third grade students in a given school on Vocabulary and Reading Comprehension.

First, the straightforward analyses (that is, not considering socioeconomic data) were performed comparing the three categories of schools, using school averages rather than individual student scores. Again, no differences were found.

It was intended that covariance procedures would be used to take socio-economic data into consideration. However, because relationships between the socio-economic data and school average student outcome data were quite different from category to category, such an analysis had to be dropped.

It is worth noting, however, that the average percent of families below the poverty level by school category appears to be highest in Title I schools (25%) and lowest in Partial Title I (16%), with Model Cities schools in the middle (21%). Given frequent evidence that low socioeconomic status is associated with low academic performance, Title I schools seem to be performing better than would be predicted. That is, having the highest proportion of families below the poverty level, one would predict that they would have the most students performing poorly. Instead, the Title i schools are doing at least as well, and perhaps better than, the other categories of schools.

The SES data were also available for the 54 other elementary schools in the District. In those schools, the average percent of families below the poverty level was 8%. One wonders if the performance of students in Title I, Model Cities, and Partial Title I schools would match the performance of students in the 54 other schools if the socioeconomic factors were also matched.

5. Results of Trend Studies

a. Data for Title I Schools

Data were obtained for third grade school averages for Title I schools for the years 1966-1972 for both Vocabulary and Reading Comprehension. These were charted by school and are shown in Figures III-3 and III-4.

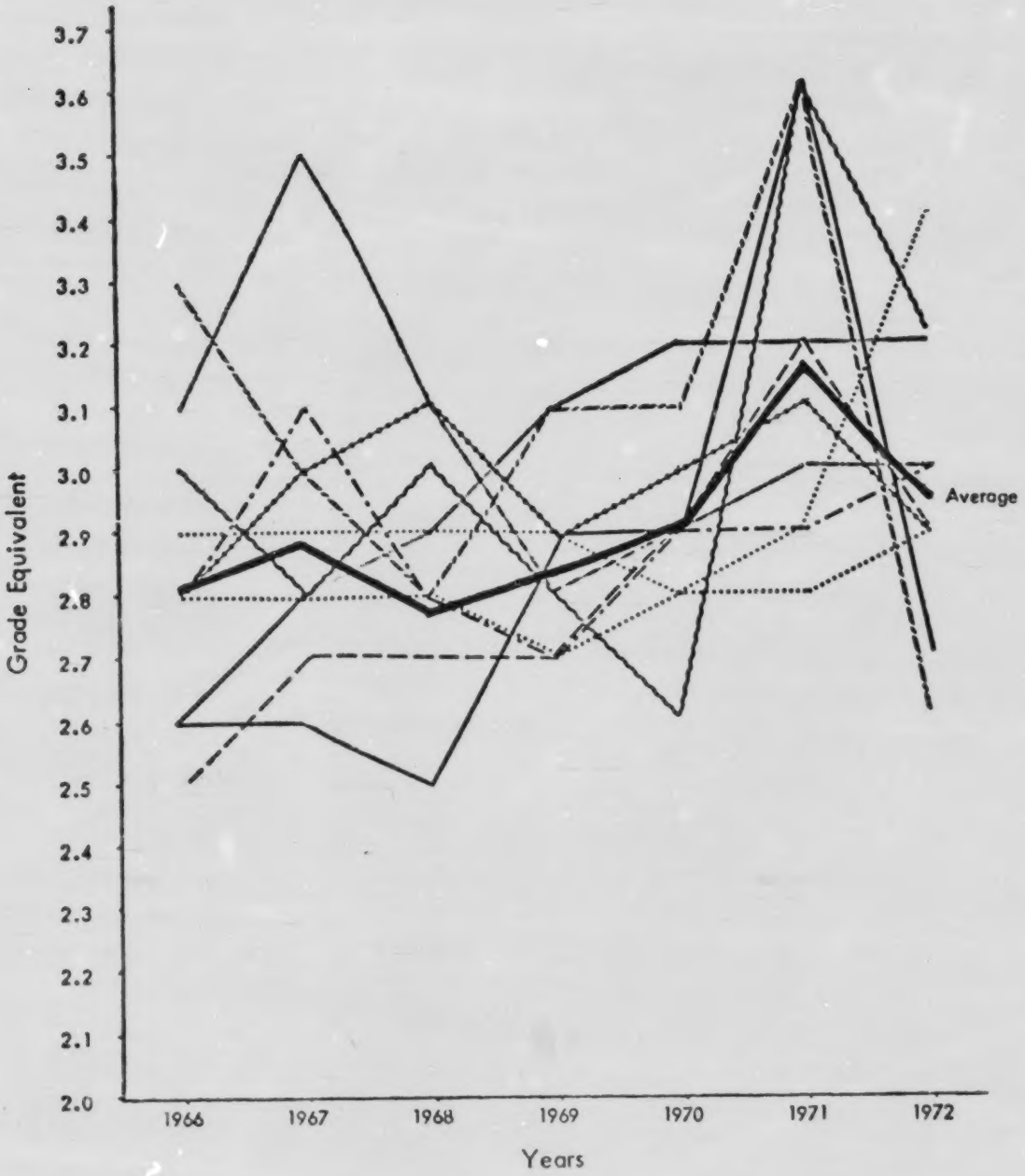

Fig. III-3.--Third grade average Vocabulary scores in 10 Title I schools and their grand average, 1966-1972.

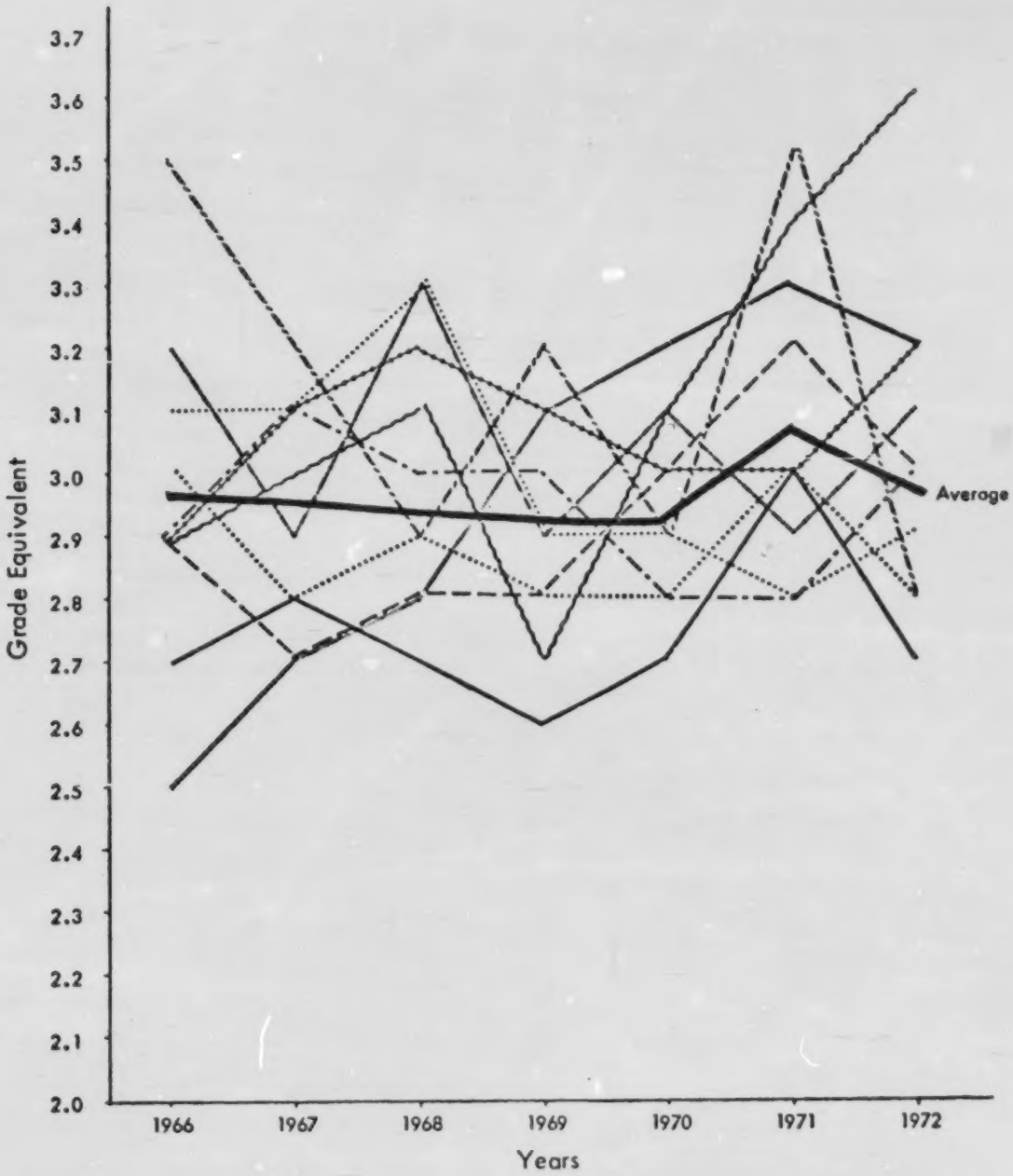

Fig. III-4.--Third grade average Reading Comprehension scores in 10 Title I schools and their grand average, 1966-1972.

Given the variation in averages from year to year, it is difficult to discern a trend. The broad black line, which represents the average for all students in the 10 schools, does give a suggestion of an upward trend for Vocabulary. This would tend to support the difference between 1966 and 1972 reported earlier. The chart for Reading Comprehension does not suggest any trend.

b. Data for Model Cities Schools

Unfortunately, data on school averages were not available for the years 1967 and 1968 for Model Cities schools. Given the variation of school means and of the average for all students combined (shown by the broad black line), no trend can be seen for Vocabulary. Basically the same thing is true for Reading Comprehension (in Figure III-6).

c. Data for Partial Title I Schools

Again, data are not available for 1967 and 1968. While there is not a clear trend, the apparently lower scores in 1970 through 1972 on Vocabulary do match the differences between 1966 and 1972 discussed above. For Reading Comprehension, the average across schools for 1971 and 1972 appears lower than 1966, also supporting the earlier analysis. But one would be treading on soft ground to call these real trends.

d. To summarize the trend charts, it is difficult to see clear trends. Optimistically, one could hope that they suggest that students in Title I are at least holding their own, perhaps improving, in comparison with Partial Title I students. But the data are very hazy and certainly not statistically supported.

6. Summary of Data for Third Grade Students

The basic finding must still be that no differences among the three categories were found when "long term" students, those on whom the program was most likely to have major effects, were compared. However, there are a number of encouraging signs. Based on analyses of scores on all students in the three categories of schools, Title I students score higher on Vocabulary, but not on Reading Comprehension. Title I students in 1972 score higher on Vocabulary than did such students in 1966. Model Cities students score essentially the same in 1972 as did third grade students in those schools in 1966. In 1972, students in Partial Title I schools had lower mean scores in both Vocabulary and Reading Comprehension than did students in those schools in 1966. There are hints that Title I students are performing better than socioeconomic data would predict.

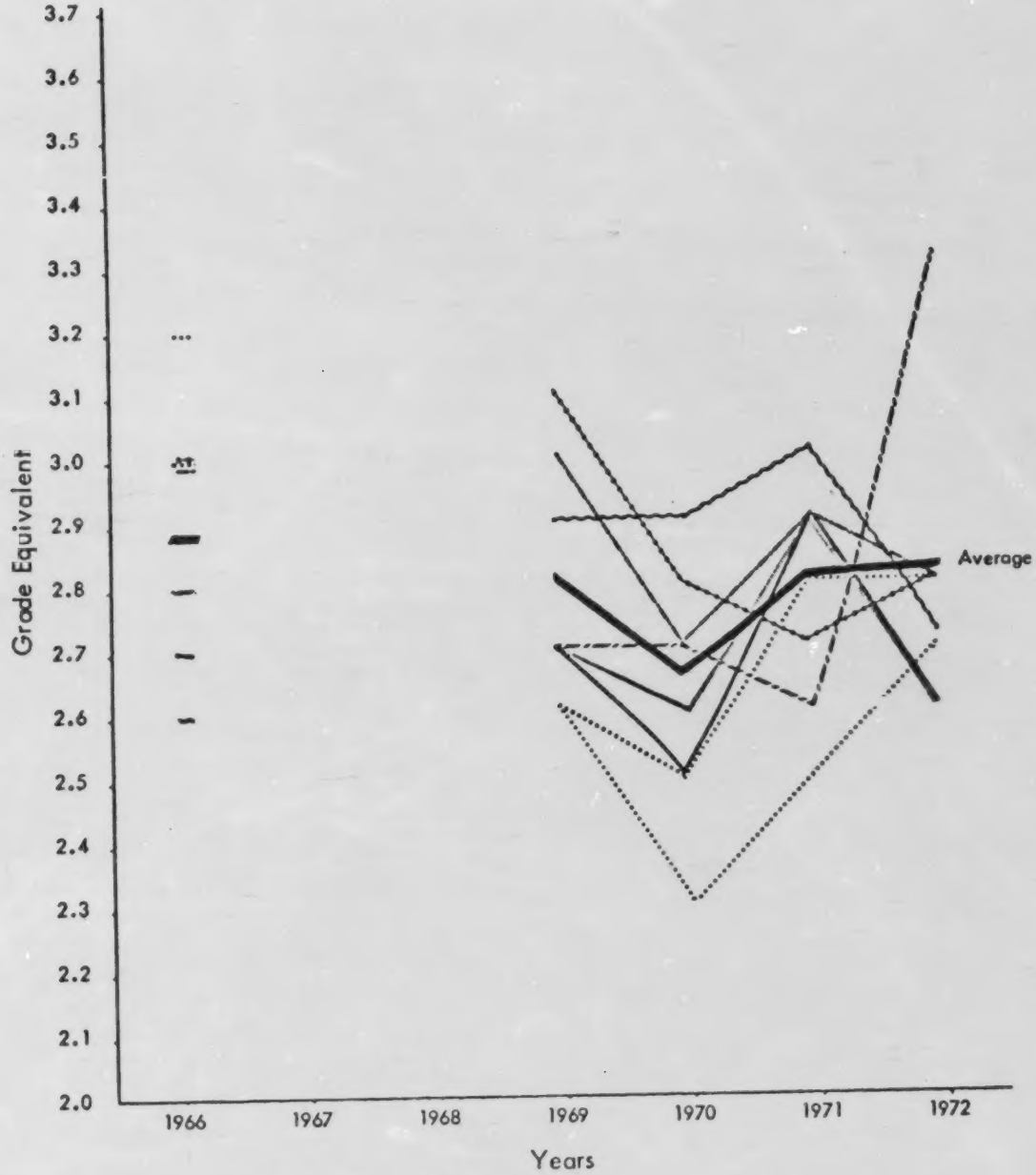

Fig. III-5.--Third grade average Vocabulary scores in 8 Model Cities schools and their grand average, 1966-1972. School averages not available for 1967 and 1968.

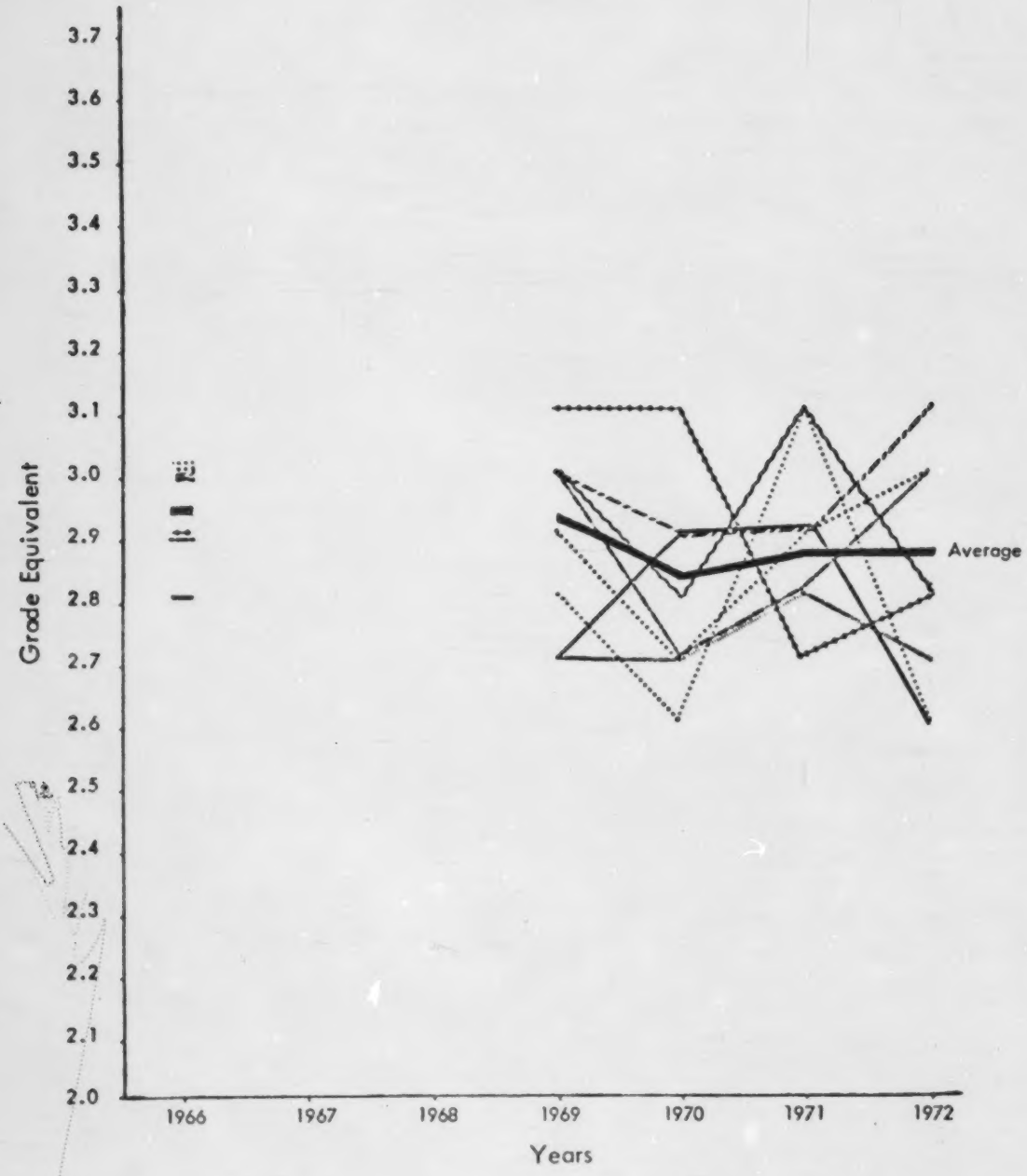

Fig. III-6.--Third grade average Reading Comprehension scores in 8 Model Cities schools and their grand average, 1966-1972. School averages not available for 1967 and 1968.

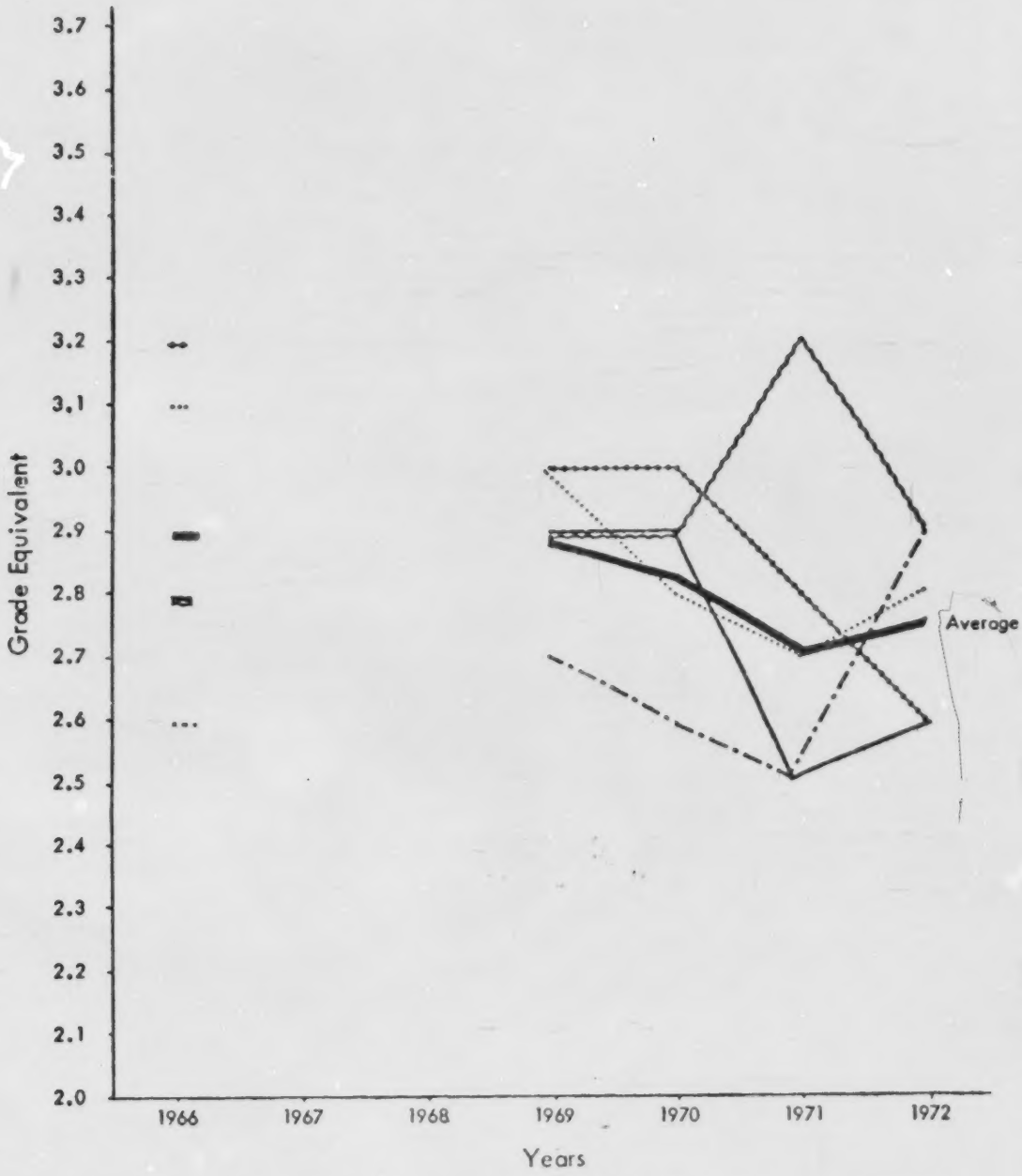

Fig. III-7.--Third grade average Vocabulary scores in 5 Partial Title I schools and their grand average, 1966-1972. School averages not available for 1967 and 1968.

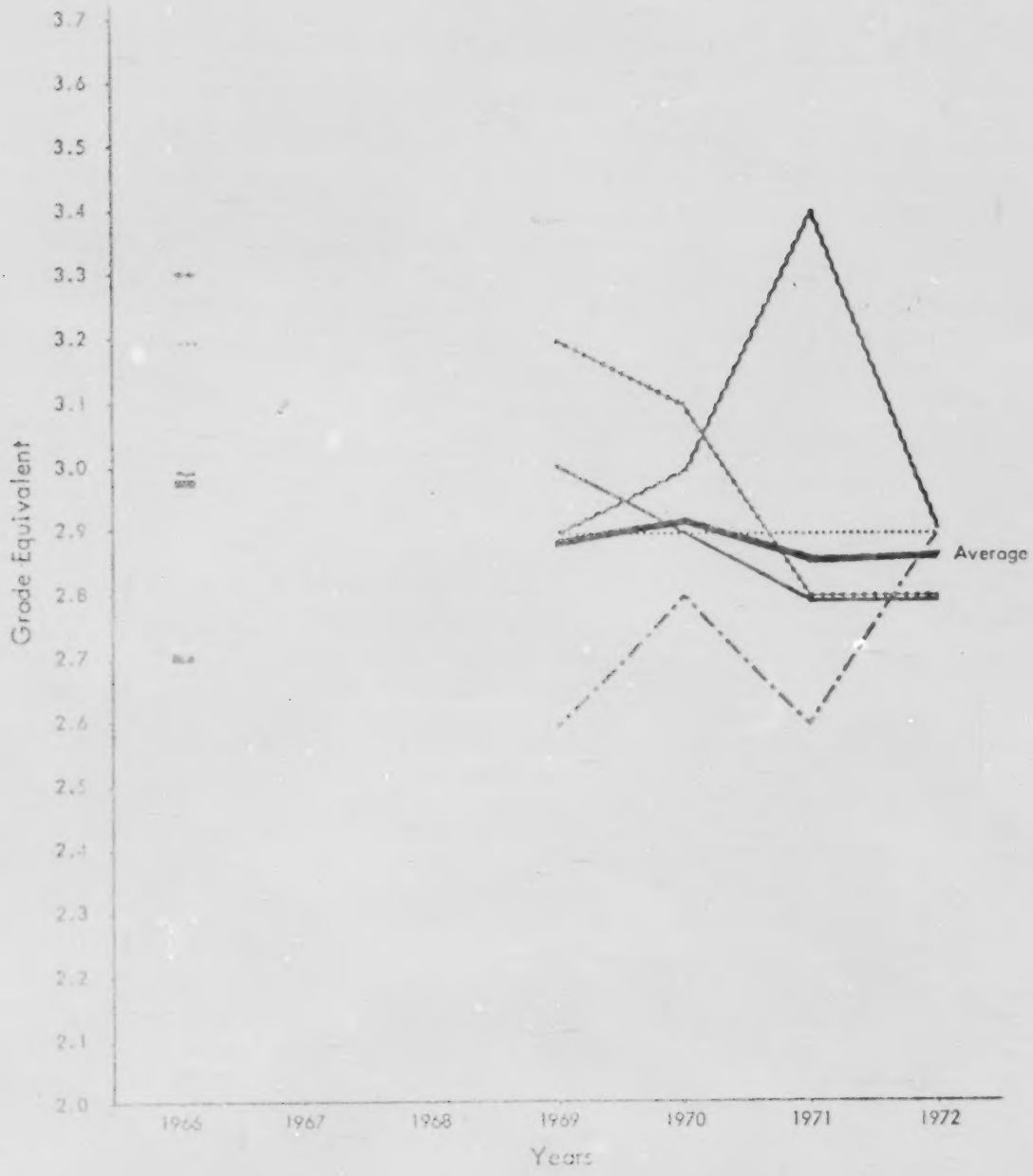

Fig. III-8.--Third grade average Reading Comprehension scores in 5 Partial Title I schools and their grand average, 1966-1972. School averages not available for 1967 and 1968.

C. Summary of Analysis of Student Outcomes

It often seems that research on educational programs — especially evaluative research — leaves one feeling that the outcome is not as clearcut and informative as one would wish. This is particularly the case when program development and research have not been able to go hand in hand from the beginning. In the present case, the leadership of the Division of Urban Education had the wisdom to initiate measurement of student cognitive outcomes from the beginning of the program. Unfortunately, similar measurement was not financed in the remainder of the District. Thus, pre-post measurement with comparison groups over time was not available as a basis for study design.

As a consequence, major reliance was placed on analysis of outcomes for long term students, those who had been in a given category of school, for 70% or more of their school lives. That is, a post measurement comparison across students in Title I, Model Cities, and Partial Title I schools. Analyses were performed on sixth and third grade students.

The results of these analyses for long-term sixth grade students was that no differences appeared among the three categories of schools on the ITBS measures. Trends did not appear to be clear and consistent for sixth grade students.

The analysis of outcomes for long term third grade students similarly, found no differences among school categories. However, when using all students in those schools for the analysis, Title I students scored significantly higher on Vocabulary than did students in Model Cities and Partial Title I schools. Since average scores and variances from the two analyses are very similar, it seems that the larger numbers in the second analysis make inter-category differences significant. This situation suggests that real (rather than chance) differences exist, but that they are relatively small.

Additional analyses for all third grade students, comparing scores of students in 1966 with scores of students in 1972 within a given school category, showed Title I students to be significantly higher in 1972 on Vocabulary but not Reading than were Title I students in 1966. Model Cities students showed no differences. Students in Partial Title I schools in 1972 were significantly lower than students in 1966 on both Vocabulary and Reading Comprehension.

The visual examination of trend charts for third grade students produced no clear perception of a trend for either Vocabulary or Reading Comprehension.

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IV. ANALYSIS OF SCHOOL DISTRICT STAFF PERCEPTIONS AND ATTITUDES

School system personnel who were working in, or with, each of three categories of schools, Title I, Model Cities, and Partial Title I, were asked to indicate their views in a questionnaire concerning the compensatory program with which they were associated. Questionnaire items asked for views concerning such things as program impact upon student achievement, upon human and material resources, upon amount and quality of in-service training provided school staff, and upon parents and the community. Other questionnaire items elicited staff views concerning implementation of compensatory programs, their attitudes toward such educational programs, and suggestions and recommendations for changes or modifications.

The questionnaires were distributed near the end of April, 1973. After collecting and checking, it was found that useable questionnaires were available from 71 Title I teachers; 48 Model Cities teachers; 40 Partial Title I teachers; 13 principals; 24 reading specialists in the schools; and 10 consultants, coordinators, specialists and administrators in the central office. These respondents are located in all the schools involved as well as the central office, and are expected to be representative. They comprise about 40 percent of all the teachers, administrators, consultants, coordinators, and specialists involved in the programs.

There was some interest in whether short-term teachers, those with limited experience in a given school, would respond differently than teachers with longer service. It was possible to check this with Title I teachers, since 21 had one to three years' service in the program, while 50 had four or more. However, it was found that views of short and long-term Title I teachers usually were not significantly different. Therefore, responses of those two groups will be reported separately only when there were significant differences.

The information on staff perceptions and attitudes is organized for reporting purposes under the following headings:

A. Impact of the Programs
B. Factors Affecting Program Outcomes
C. Factors Affecting Program Implementation
D. Suggested Changes
E. Summary of Questionnaire Data

A. Perceptions of the Impact of the Programs

Questions were asked about the amount of improvement brought about for students, staff, relations of parents and community to the schools, human resources, material resources, and facilities.

1. On Students

a. Reading Achievement

This was the most frequent student achievement identified by teachers in each of the three categories of schools as showing improvement to a very great or considerable extent as a consequence of compensatory programs. These results are presented in Table IV-1. In Title I (TI) and Model Cities (MC) schools, the majority of teachers expressed this view. In Partial Title I (PTI), slightly less than half (45%) of teachers indicated this extent of improvement in reading. Teachers in PTI schools were more likely to see little or no improvement (one in five) in reading in contrast to TI (1 in 12) and MC (1 in 20) teachers.

Principals, reading specialists and Central Office staff were in agreement with teachers that reading skills of children had been improved to a very great or considerable extent by TI or MC programs. Reading specialists were most emphatic with 87 percent expressing this view. In none of these administrative and specialist subgroups was the view expressed that there had been only minimal or no improvement.

Some respondents wrote in comments regarding outcomes for students. Several commented on advantages they saw in the use of the Sullivan program. However, one stated, "I have not witnessed any significant improvement academically for those eligible students under the Title I program."

b. Other Student Outcomes

The questionnaire asked School District personnel to identify other outcomes and listed six additional areas where improvement might have occurred: arithmetic, science, thinking, study skills, self esteem, and working with others.

There were differences in the areas and in the extent of improvements perceived by School District personnel in TI, MC and PTI, but the majority of each group indicated that they perceived at least some improvement in all cases but one.

Table IV-1

School District Staff Perceptions of Student Outcomes of Title I and Model Cities Programs

Questionnaire Item: Extent of Improvement in the Following Outcomes	Percentage of School Personnel Indicating Very Great or Considerable Improvement (+) and Those Indicating Little or No Improvement (=)[a]											
	Teachers						Other School Personnel					
	Title I (N=71)		Model Cities (N=48)		Partial Title I (N=40)		Read. Spec. (N=24)		Principals (N=13)		Central Office Staff (N=10)	
	+	=	+	=	+	=	+	=	+	=	+	=
	%	%	%	%	%	%	%	%	%	%	%	%
Reading	78	6	71	4	45	21	87	0	54	0	67	0
Arithmetic	50	23	37	34	21	50	57	5	31	23	43	0
Science	39	28	29	46	46	35	52	5	23	23	43	14
Thinking	33	24	54	16	31	25	59	9	38	23	67	0
Study Skills	43	21	53	14	33	33	54	9	54	15	67	0
Self-esteem	46	19	48	9	32	29	65	4	42	8	100	0
Working with Others	32	21	57	16	26	32	52	4	46	0	100	0

[a]Percents reported for the + and = responses do not normally total 100 since the "some" improvements category is not included. Percents are based on the number of persons giving a response to the question and therefore vary from row to row as well as group to group. In all but 2 cases (of 42 possibilities) 85% or more of the respondents in a given group gave an answer to the question.

As shown in Table IV-1, TI teachers were more likely than PTI teachers to indicate that improvements to a very great or considerable extent had been made in arithmetic skills. Among PTI teachers, 50 percent expressed the opposite view indicating they felt there had been little or no improvement in this student outcome. This is the only skill area in which a majority of a subgroup did not report at least some or more improvement. The percentage of respondents indicating some improvement is not shown in the table but can be derived by adding the two percents given and subtracting from 100 percent.

Other differences[1] among teachers in the three categories of schools were these:

MC teachers were more likely than teachers in TI and PTI schools to report improvement to a very great or considerable extent in thinking and working with others.

MC teachers were more likely than TI teachers to say that improvement in science had occurred to a very little extent or not at all.

MC teachers were more likely than PTI teachers to report improvement to a very great or considerable extent in study skills and self esteem.

Turning to responses of reading specialists and central office staff, it appears that these groups are often more likely to report very great or considerable improvement and less likely to report little or no improvement than teachers. Closer examination indicates that reading specialists are probably not significantly different from MC teachers on any areas and different from Title I teachers only on thinking, where they are more likely to report large improvement. Reading specialists also are more likely to report large change than PTI teachers on reading, arithmetic, thinking, self esteem, and working with others.

The responses of principals were not significantly different from those of teachers.

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[1] When statements are made that a difference exists, a check has been made such that it is unlikely that chance has caused that difference. When statements are made about apparent differences, it may be that chance has caused the difference.

2. On Staff and Community Members

Among the goals of the compensatory programs are increasing the skills and knowledge of teachers and developing better relationships with parents and others in the school community. Respondents were asked a series of questions which explored the extent of improvement brought about by the Title I and Model Cities programs for those people. These data are reported in Table IV-2.

The data in the table suggest that there was general agreement among School District staff that improvement was greater in regard to outcomes for teachers than for other groups. A majority of all respondent groups except PTI teachers reported improvement to a very great or considerable extent in teacher instructional skills. Given the limited time which they have participated in the program, PTI teachers might be expected to be different on this matter.

Generally speaking, reading specialists and central office staff appear to have been more likely than TI and PTI teachers to report improvement in teacher skills and faculty relationships. Among teachers, MC teachers were more likely than other teachers to say that there had been improvement to a very great or considerable extent in faculty relationships.

With regard to improvements in parent and community interest, support and participation, only a minority of teachers in each subgroup indicated that they saw any marked improvement. PTI teachers were less likely than other teachers to indicate improvement of this kind for parents and the community.

Generally, reading specialists and central office staff appear more likely than teachers to report improvement to a very great or considerable extent in all of the areas listed. Principals, on the other hand, tend to give responses similar to those given by teachers.

3. On Human and Material Resources

District staff members were asked a series of questions about the amount of improvement which Title I or Model Cities assistance had made in a variety of human and material resources and in facilities. The responses given are presented in Table IV-3.

Looking across respondent groups and areas of possible improvement (that is, the whole table), at least 20 percent of every group saw improvement to a very great

Table IV-2

Extent of Improvement Brought About by Title I and Model Cities Programs for Teachers, Faculty, Parents and Community

Areas of Improvement	Percent* Indicating Very Great or Considerable Extent					
	Teachers			Other District Staff		
	Title I N=71 %	Model Cities N=48 %	Partial Title I N=40 %	Reading Specialists N=24 %	Principals N=13 %	Central Office Staff N=10 %
Teachers						
Instructional skills	63	73	42	82	58	100
Understanding of children	56	68	39	71	54	89
Sense of competence	55	63	50	72	50	89
Faculty						
Relationships among faculty	39	56	22	65	46	78
Parents						
Interest	25	32	8	43	46	55
Support	25	26	5	38	39	62
Participation	22	26	8	38	39	62
Community						
Interest	22	29	11	30	46	33
Support	19	30	8	29	38	37
Participation	18	24	8	24	46	43

*On most items n responding in each subgroup varied between 88 and 90% of total subgroup N. Percent computed on each item n.

Table IV-3

Extent of Improvement Brought About by Title I and Model Cities Programs in Human and Material Resources

Types of Resources Improved	Percent* Indicating Very Great or Considerable Extent					
	Teachers			Other District Staff		
	Title I N=71 %	Model Cities N=48 %	Partial Title I N=40 %	Reading Specialists N=24 %	Principals N=13 %	Central Office Staff N=10 %
Human Resources						
Availability of specialists	64	63	44	91	69	100
Availability of assistants (e.g., instructional secretary, aide)	74	46	49	95	69	100
Material Resources						
Material for pupil use (books, workbooks, etc.)	64	64	42	86	85	100
Catalog of locally prepared worksheets and teaching aids	43	50	44	75	54	100
Instructional Facilities						
Instructional services center	43	50	31	73	50	100
Resource centers	43	39	32	44	23	70
Laboratories	31	39	23	41	31	62
Multimedia (audio-visual, TV, listening center)	37	50	19	70	62	80

*On most items n responding in each subgroup varied between 88 and 90% of total subgroup N. Percent computed on each item n.

or considerable extent on every area. When all respondent groups are combined (an analysis not shown in the table), at least one-third of all respondents reported that level improvement in every area. It appears that more respondents saw large improvement in the availability of specialists, availability of assistants, and material for pupil use than saw large improvement in other areas.

TI teachers were more likely than MC or PTI teachers to say that a very great or considerable improvement had taken place in the availability of assistants, such as instructional secretaries and aides. PTI teachers were less likely than other teachers to report that a very great or considerable improvement had been brought about in the availability of specialists; in books, workbooks, or other "material resources"; or in multimedia (audiovisual, TV, listening centers).

Reading specialists, principals, and the central office staff generally seemed more likely than teachers to report improvement in those resources to a very great or considerable extent.

Not shown in the table but developed in another analysis, there is one significant difference between the views of TI teachers with one to three years experience in Title I schools and views of TI teachers with longer service. Forty-five percent of the short term teachers reported improvement to a very great or considerable extent in materials for pupil use (books, workbooks, etc.) as compared with 72 percent of the long-term teachers.

Several respondents wrote in comments on the questionnaire which have pertinence here. Of those commenting, most reported that more human and material resources were needed. Among the comments were these: "Some Title I schools have teacher aides. We do not. I truly believe this has been a very bad thing because our children will suffer and the grade levels will fall . . ." "Reading teachers are spread too thin . . ." "There are too many consultants, supervisors, and superintendents, just running over one another doing nothing . . ." ". . . services of support persons are needed in all grades, not just primary."

Comments on materials were mixed. Some reported improvement: "The children in the poor neighborhoods have been given an opportunity to work with equipment, materials, specialists, and in surroundings not available in other circumstances." Some described inadequacy: "Most teachers feel that supplies to Title I schools are limited, more so than Management schools. We are supposed to get many things, but get nothing."

4. Summary of Views on Impacts of the Programs

Summarizing the views of School District staff regarding the outcomes of the Title I and Model Cities programs, they report greatest improvement for students in reading. The second area of improvement most frequently indicated was in teacher instructional skills, understanding of children, and sense of competence. Although improvement in other areas for students was indicated, there was quite a lot of variability among respondent groups regarding the extent of improvement in different skills. Respondents generally perceived less improvement for parents or community interest, support, or participation.

While most respondents saw large improvement in the availability of human and material resources, some did not. In general, respondents saw least improvement in instructional facilities.

B. Perceptions of Factors Directly Affecting Student Outcomes

Student outcomes from participation in a program depend upon a variety of factors. The activities of the program, the activities and approach of instructional personnel, the adequacy of the materials and facilities, and characteristics of the students are among those factors. Questions were asked of the School District personnel regarding some of these matters and will be reported here. The three areas to be covered include information on classroom aides, on expectations held for students, and on information on student progress.

Among the factors that might be expected to significantly influence the teacher's carrying out the TI or MC programs at the classroom level is the use of classroom aides. In both programs, the classroom aide is considered to be one of the most important program factors facilitating the classroom teacher's implementation of intended program activities.

In the questionnaire, school personnel were first asked whether they had an aide currently or had had an aide in previous years. Those responding yes were requested to identify from a list of eight activities those that aides were supposed to do. Space was provided for the writing in of additional activities and comments. Following this, they were asked to indicate the extent to which their aide did what he or she was supposed to do. Table IV-4 summarizes school personnel responses.

Table IV-4

Teacher Perceptions of Classroom Aides in Title I and Model Cities Programs

Questionnaire Items Pertaining to Aides	Teachers		
	Title I N=71 %	Model Cities N=48 %	Partial Title I N=40 %
Do you or did you have an aide?			
No	18	27	59
Yes	82	73	41
If Yes, what activities[a] are or were to be done by the aide?			
Monitor pupils	73	81	61
Tutor pupils	58	61	78
Reinforce instruction	92	83	78
Read aloud to pupils	31	56	33
Set up audio-visual	85	83	67
Make instructional material available	71	75	67
Distribute materials from room to room	18	25	11
Attend to daily routine	82	78	67
Do general housekeeping	66	53	44
Check test papers	63	78	83
Other activities	14	11	11
To what extent does or did your aide do what was intended?			
To a very great extent	66	31	33
To a very considerable extent	22	26	33
To some extent	8	29	27
To a very little extent	3	14	7

[a]Percent computed on basis of numbers of teachers responding to the item.

As indicated in Table IV-4, most teachers in TI and MC schools said that they currently had or had had a school aide in their classroom. PTI teachers were less likely to indicate this, although 41 percent of them did.

Across school categories teachers appear to most frequently indicate reinforcement of instruction, setting up audio-visual equipment, attending to daily routine, and making instructional materials available as the kinds of things aides were supposed to do. Approximately two-thirds or more of the teachers in each school category agreed that these were intended activities of aides.

A majority of teachers also indicated that aides should be responsible for monitoring pupils, tutoring pupils, and checking test papers. PTI teachers somewhat more frequently than TI and MC teachers indicated tutoring pupils to be an intended activity of classroom aides.

There were few significant differences between how teachers in the three different categories of schools perceived the intended classroom role of aides. Model Cities teachers were somewhat more likely than TI or PTI teachers to think aides should read aloud to students. TI teachers were somewhat more likely to see general housekeeping as a legitimate area of activities for aides than were PTI teachers.

Relatively few teachers indicated that aides were responsible for distributing materials from classroom to classroom.

In substance, teachers generally identified the intended role of classroom aides in terms of activities that would reinforce teacher instruction, assist in helping individual children having difficulty and to attend to those daily classroom chores and functions that free teachers for teaching.

As shown in Table IV-4, most teachers who expressed their views concerning what aides were supposed to do indicated that their aides had, to a very great or considerable extent, actually done these kinds of things.

TI teachers were most favorably impressed with the performance of their aides with about two-thirds of these teachers indicating that their aides had to a very great extent done what they were supposed to do.

Many respondents wrote in comments regarding aides. Their views varied dramatically. "Aides were the best help to come out of Title I . . ." "Aides I have had either wanted to be on a continuous coffee break or have the role of the teacher . . .

Often did jobs wrong so they wouldn't have to do them again . . . " Several respondents reported that training for aides was not adequate. "Aides were put in the building with no preparation or explanation . . . "

A summary statement might be that when the aide and teacher agreed on tasks and roles and carried them out, the results were viewed as beneficial to the program. When this was not the case, aides were not seen as helpful.

Another factor that was considered likely to have direct impact on classroom activity and level of instruction is expectations of students held by school personnel. This factor has been discussed frequently in the educational literature and is considered to be one well worth assessing. The argument in the educational literature is that low expectations of teachers may be related to low outcomes for students. This position is not proven, but some evidence does support it.

In the questionnaire, school personnel were asked, "How much do most school staff expect of students in the /Title I or Model Cities/ program?" The percentage distribution of responses by teachers and other District staff are shown in Table IV-5.

The majority of respondents indicated that District staff did not expect too much or too little from TI or MC students. In each subgroup of respondents, however, there appeared to be more who felt the staff expects too little from students than there were those who felt the staff expected too much.

Among teachers, better than one in four TI and PTI teachers indicated that the staff expected too little of students.

One question asked whether the Sullivan program provides a better picture of the child's daily reading progress than the Scott Foresman or other basal reading programs. Table IV-6 provides the responses given.

It appears that respondents are more likely to answer yes to the question. Among teachers, 75 percent of Partial Title I teachers have not had experience with both programs. Since Sullivan has not been introduced into those schools (except for one or two classes in one school), most teachers cannot make comparisons. Teachers who have had experience with both programs tend to favor the Sullivan-EDL programs, almost three teachers saying yes for each one saying no.

Reading specialists overwhelmingly favor Sullivan-EDL, as do principals and central office staff.

Table IV-5

Expectations of Students Held by School District Staff

School District Staff Members Expect:	Percent Giving the Indicated Response[a]					
	Teachers			Other District Staff		
	Title I N=71 %	Model Cities N=48 %	Partial Title I N=40 %	Reading Specialists N=24 %	Principals N=13 %	Central Office Staff N=10 %
Too much	14	7	8	5	8	0
About right	55	78	64	62	77	67
Too little	30	16	28	33	15	33

[a]Percents based on number responding to the item. The percent responding of the number of respondents ranged from 87 to 100%.

Table IV-6

Information on Student Progress Provided by Reading Programs

Questionnaire Item	Percent Giving the Indicated Response[a]					
	Teachers			Other District Staff		
	Title I N=71 %	Model Cities N=48 %	Partial Title I N=40 %	Reading Specialists N=24 %	Principals N=13 %	Central Office Staff N=10 %
Do you feel the Sullivan or EDL Program provide a better picture of the student's daily reading progress than Scott Foresman or other basal reading programs?						
No	22	19	14	4	15	0
Yes	61	67	11	96	85	89
Have not worked in both	17	15	74	0	0	11

[a]Percents based on number responding to the item. The percent responding of the number of respondents ranged from 87 to 100%.

A number of respondents wrote in comments. Some noted that the Sullivan program requires detailed records, which one said required the help of an aide.

Other respondents used the opportunity to comment on the programs themselves. Several wrote that the Sullivan program was better for slow readers but less good for fast readers. Several said things like, "I feel it depends on the child as to which program is best."

C. Factors Affecting Program Implementation and Operation

Educational programs do not leap into being with the arrival of new texts or the completion of a teacher workshop in August. The activities and conditions in the classroom which greatly influence the learning opportunities available to students are integrated into the materials, facilities, school district policies and regulations, teacher knowledge and expectations, faculty relationships, and community relations — to name a few. To change the activities of the classroom in marked ways, which would seem to be required in order to bring about marked changes in student outcomes, requires the changing of all those factors (and others) in greater or lesser ways.

To provide the educational staffs involved in the Title I and Model Cities programs with information about some of those factors, a series of questions were asked about those which may have been affecting the implementation of the Title I and Model Cities programs and therefore affecting the student outcomes of those programs.

These questions deal with the following areas:

Teacher role, the activities which may be different.
Appropriateness of in-service training.
Influence on the day-to-day operation of the program.
Agreement among school faculties on program purposes.
Understanding of and attention to teacher instructional problems.
Attitudes toward compensatory education.

1. School District Staff's Perceptions of TI and MC Teacher Role

Implementation of new programs takes time. This is especially true when the new program requires teachers to work with children in different ways or when the program involves bringing additional adults into the classroom to share in the activities with the students. Therefore, an important factor in getting a program implemented so that it can make a difference in student outcomes is the amount of change that a program requires of teachers.

To provide some information on this matter, all respondents were asked whether the Title I or Model Cities programs required that teachers do different things or to do things differently from teachers in other programs. The answers given can point to possible problems in getting a program operating in the way it was intended to operate. They can also suggest whether it is appropriate to expect major impact on students in the

short period of a year or two or perhaps even more. These data also suggest whether people in the School District see the role of teachers in these programs as different from that role in other programs.

The question was first posed as to whether there were differences. Those respondents who stated that there are differences were then asked which of eight activities they believed there were differences in. These eight activities were determined in discussions with leaders of the Title I and Model Cities programs who carried administrative and/or training functions in the programs. Space was also provided in the questionnaire for respondents to write in other activities which they saw as different.

Table IV-7 summarizes the percentage distributions of the responses given by reading specialists, principals, and central office staff.

Across the three categories of schools, about one-fourth to one-fifth of respondents indicated that they had had no other experience and so could not make comparisons. Of those making the comparison, over half of the teachers in each of the three school categories indicated that they were required to do different things or do things differently than teachers in other school programs. MC teachers indicated this somewhat more frequently than PTI teachers. Only one in nine MC teachers in contrast to about one in four PTI and one in six TI teachers indicated no difference in activities required of them.

It appears that reading specialists, principals, and particularly central office staff indicated more frequently than did teachers that the activities of TI and MC teachers were different.

For teachers who perceived their activities as different, there were some apparent similarities and differences across the three categories of schools in terms of specific activities most frequently identified as different.

The majority of TI, MC and PTI teachers indicated that the in-service training participation of teachers was different for them than for other teachers. For PTI teachers this was the one and only activity listed in which the majority agreed that this represented a different requirement for them. In only two other activities, use of instructional materials and diagnoses and prescribing, did as many as approximately one in three PTI teachers agree that these were different. In all the remaining activities, only one in four or fewer PTI teachers indicated that they saw a difference.

Table IV-7

School System Personnel Perceptions of Differences in Teacher Activities Required for Title I or Model Cities Programs

Questionnaire Items	Teachers			Other District Staff		
	Title I N=71 %	Model Cities N=48 %	Partial Title I N=40 %	Reading Specialists N=24 %	Principals N=13 %	Central Office Staff N=10 %
Are Title I or Model Cities teachers required to do different things or do things differently than teachers in other school programs?						
No	17	11	28	17	23	10
Yes	59	69	54	74	77	90
Can't make comparison	24	20	18	9	0	0
If Yes — which of the following are different or done differently?						
Planning: written objectives	35	54	23	47	30	56
Continuous student progress evaluation	72	70	27	76	80	89
Use of instructional materials	52	64	32	76	80	100
Use of audio-visual equipment	22	48	18	41	60	89
Diagnosing and prescribing	35	54	36	53	60	100
In-service training participation	61	58	68	100	90	100
Receiving continuous supervision	41	30	18	65	80	78
Handling professional and lay visitors	43	24	18	41	40	44
Other	24	9	18	0	10	0

[a]Percentage computed on n of each group who responded. Regarding the first question, from 94 to 100% of respondents in each group answered. Regarding the various activities, the number responding was constant across items for each group. The percent responding varied from 55% for PTI teachers to 77% for principals, and 90% for central office staff.

In addition to inservice training requirements, the majority of TI and MC teachers indicated that they considered continuous student progress evaluation and use of instructional materials as different from requirements of teachers in other programs.

For TI teachers these were the outstanding differences indicated although they did indicate somewhat more frequently than both MC and PTI teachers that handling professional and lay visitors in the classroom was a different activity for them.

MC teachers identified several other activities that differentiated their role from TI, PTI and other teachers. MC teachers more frequently indicated that planning and writing objectives, using audio-visual equipment, diagnosing and prescribing for learning problems were different requirements for them than for other teachers.

Across the three categories of schools, particularly MC and PTI, most teachers did not indicate that receiving continuous supervision was much different for them than for teachers in other programs.

With regard to perceptions of other school district personnel, most reading specialists, principals, and particularly central office staff indicated that the activities of teachers in Title I and Model Cities programs differed from those of teachers in other programs. It appears that these groups were more likely to report differences in the teacher's role than were the teachers. One area of the teacher role in which there are clear differences between teachers' perceptions and the perceptions of other District personnel is that regarding teachers receiving continuous supervision. Contrary to what some might expect, other District personnel (reading specialists, principals and central office staff) are more likely than teachers to report this as different for teachers in these programs.

Some respondents wrote in comments on the question about differences in teacher activities. Many of these point to difficulties. "Much extra and unnecessary paper work . . ." "Teachers must rearrange class schedule to fit specialist's schedule. Teachers cannot have classes while eligible pupils are with specialists." Another commented, "More in-service training, which is a good motivating factor for all teachers and persons involved.'

Another item, not presented in the table, asked respondents to indicate whether the Sullivan or EDL reading programs required more teacher effort than basal programs. About 23 percent of the total group of respondents answered that they had not worked with both kinds of programs. Of the remainder, about 75 percent said the programs require more or much more effort.

2. Appropriateness of In-service Training

As indicated above, most TI and MC teachers saw their participation in in-service training as a requirement differentiating them from other teachers. In discussions of the compensatory programs, School District staff have stated that such training was a very important component. In that context, a question was asked as to how appropriate the kind of training provided was for what was required in carrying out the program. The answers given are presented in Table IV-8.

It appears that teachers are less likely than other respondents to see the training as highly appropriate and may be more likely to describe it as inappropriate or very inappropriate. While the small numbers of respondents in other groups make comparisons somewhat uncertain, these data do suggest that specialists, both those in the schools and those in the central office, may be either overestimating the appropriateness of the training or not developing teacher understanding of its appropriateness. However, as Table IV-8 shows, more teachers in each category of schools saw the in-service training as at least somewhat appropriate than saw it as completely inappropriate.

Several respondents added comments of their own regarding the training activities. More of the comments were negative than positive. "Our in-service training never seemed to pertain to my class. The sessions were always so rushed." "I don't know anything about the training." "On the other hand, a few said things like, "Excellent." A suggestion for change was, "Should have been [done] jointly with paraprofessionals and . . . [given] all basics and time for making appropriate teaching aids before entering classroom."

3. Influence on the Day-to-day Operation of the Program

In considering the implementation of a program, and particularly when interested in change, it is useful to learn what people who are involved in the activities of the program see as influencing the day-to-day operation of the program. Respondents were asked to rate the amount of influence which an array of individuals, groups, and regulations had on the day-to-day operation of the Title I and Model Cities programs. The percents reporting a very great deal or great deal are presented in Table IV-9.

At least 50 percent of the respondents in each group attributed a very great deal or a great deal of influence to:

Federal guidelines
Reading supervisor
Reading consultants
Reading teacher
Classroom teacher

Table IV·8

Perceptions of Appropriateness of In-service Training

Questionnaire Item	Teachers			Other District Staff		
	Title I N=71 %	Model Cities N=48 %	Partial Title I N=40 %	Reading Specialists N=24 %	Principals N=13 %	Central Office Staff N=10 %
Was the kind of training provided in Title I or Model Cities appropriate?						
Very appropriate	6	18	3	22	0	60
Quite appropriate	31	20	31	39	46	30
Somewhat appropriate	40	43	44	30	46	10
Inappropriate	17	16	19	9	8	0
Very inappropriate	6	2	3	0	0	0

[a]Percents based on number responding. From 90 to 100% of each group responded.

Table IV-9

Influence on Day-to-day Operation of Programs

Possible Influencing Agent	Percent Attributing a Very Great Deal or a Great Deal of Influence[a]					
	Teachers			Other District Staff		
	Title I N=71 %	Model Cities N=48 %	Partial Title I N=40 %	Reading Specialists N=24 %	Principals N=13 %	Central Office Staff N=10 %
Federal Guidelines	65	55	46	80	92	89
School Board	33	37	32	18	31	12
The Superintendent	21	32	30	17	33	0
Assistant Superintendent for Urban Education*	60	45	38	65	46	55
Assistant Superintendent for School Management	40	21	28	42	33	0
Director of Elementary Education	44	52	32	53	38	0
Principal	48	55	32	71	85	70
Reading Supervisor*	53	72	50	82	77	100
Reading Consultant*	56	61	54	73	69	100
Reading Teacher*	60	76	67	92	77	90
Classroom Teacher	88	82	81	90	85	90
Urban Education Evaluation*	53	55	44	88	67	70
Parents	8	16	12	30	23	60
Community Organizations	9	14	14	22	17	33

[a]Percents based on numbers responding. Of 84 cases (14 items for six groups), 52 were responded to by 80% or more of the respondents. In only four cases did the percent responding dip into the 50's.

*These positions were funded in full or in part by Federal sources and had direct responsibility in these compensatory programs.

Five of the six respondent groups attributed that amount of influence to urban education evaluation. Four groups rated the day-to-day influence of the principals that highly, and three did the Assistant Superintendent for Urban Education.

Parents and community organizations seem to be seen as having less influence than other groups. Teachers and principals, who would be expected to have most contact with parents, agreed in attributing least influence to them and community organizations.

4. Agreement Among School Faculties on Program Purposes

Respondents were asked whether there was agreement among most of the staff in their school about what the Title I or Model Cities program was supposed to accomplish. The percent in each respondent group who reported that there was agreement to a very great or considerable extent is shown here:

47% of Title I teachers
49% of Model Cities teachers
25% of Partial Title I teachers

61% of Reading Specialists
77% of Principals
89% of Central Office staff

Approximately half or more of all respondent groups except PTI teachers reported high levels of agreement on program purposes. It appears that teachers were less likely than other groups to report high agreement. In addition, at the other end of the agreement scale, eight percent of TI teachers and 15 percent of both MC and PTI teachers reported the extent of agreement as very little or not at all. PTI teachers were less likely than other teachers to report high levels of agreement.

Ten percent or more of the teachers in each category of school reported that there had been no discussion of the program. None of the respondents in other groups selected that response.

Thus, just under half of all respondents report high agreement on program purposes. However, about 24 percent of all teachers report low agreement or that the program has not been discussed. This suggests that those teachers, the persons whose actions have the most direct impact on student outcomes in their classes, were not clear that program purposes are agreed on by school staffs. Whether such a situation is influencing program implementation and effectiveness might be worth exploration.

5. Understanding of and Attention to Teacher Instructional Problems

In implementing Title I or Model Cities programs in specific school settings, the support and understanding of principals concerning teachers problems in carrying out the programs were considered to be important factors influencing implementation.

In the questionnaire, items requested School District staff to express their views concerning:

> The extent to which school principals understood problems confronting teachers in implementing program activities.
>
> The extent to which these problems were attended to.

With regard to teachers' perceptions of the principal's understanding of their problems, approximately half of TI and PTI teachers and nearly two-thirds of MC teachers indicated that they felt their principals understood to a very great or considerable extent the problems confronting them in carrying out the programs. The data are in Table IV-10.

In each school category, 14 to 20 percent of the teachers expressed the view that there was very little or no understanding of their problems by their principal.

Considering the responses of other respondent subgroups, about two-thirds of the reading specialists indicate that principals understood teachers problems to a very great or considerable extent, and none in this subgroup saw principals as having very little or no understanding. Principals responding to the questionnaire were unanimous in their views that they understood teacher's problems to a very great or considerable extent. Of the central office staff, 20 percent thought that principals understood to a considerable extent, and 80 percent thought they did to some extent.

Another item, not in the table, asked the extent to which members of the reading staff who are not based in the schools understand the problems teachers have in carrying out the programs. Many such persons are in the central office staff group of respondents. The major differences from the data regarding principals' understanding is in the responses of principals and central office staff. All the principals who responded reported that principals have great or considerable understanding, but only 46 percent of them thought the reading staff not based in the schools had that level of understanding. Whereas 20 percent of the central office staff thought principals had great or considerable understanding, 100 percent thought reading staff not based in the schools had this level of understanding. It would seem that these groups have quite disparate views of each other on this matter.

Table IV-10

Perceptions of Principals' Understanding of Teacher Problems and of Extent Problems Are Attended To

Questionnaire Item	Percent Giving the Response Indicated[a]					
	Teachers			Other District Staff		
	Title I N=71 %	Model Cities N=48 %	Partial Title I N=40 %	Reading Specialists N=24 %	Principals N=13 %	Central Office Staff N=10 %
To what extent do principals understand problems of teachers in carrying out TI or MC programs?						
Understands						
To a great or considerable extent	53	63	46	65	100	20
To some extent	33	22	33	35	0	80
To very little extent or not at all	14	15	21	0	0	0
To what extent have problems been attended to which teachers have had in carrying out the program?						
Problems attended to						
To a great or considerable extent	38	50	34	67	61	78
To some extent	44	33	42	24	31	22
To very little extent or not at all	18	17	24	9	8	0

[a]Percents based on number responding.

Turning attention to the extent to which those problems have been attended to, it appears in Table IV-10 that about one-third to one-half of the teachers think they have been attended to to a great or considerable extent. Thus, more teachers appear to think there is understanding of their problems than think the problems are being attended to. At the other end of the scale, from 17 to 24 percent of the teachers in each school category think the problems have been taken care of to a very little extent or not at all.

Reading specialists, principals and central office staff expressed a somewhat more favorable view. Central office staff and reading specialists were most positive in this view (78 to 70% respectively) with principals somewhat less frequently yet still a majority (60%) indicating this.

6. Attitudes Toward Compensatory Education

Often the most dynamic factors influencing implementation of educational programs are the attitudes and feelings toward the programs held by those people directly involved in its day to day implementation. To elicit attitudes about the programs, the questionnaire contained several items requesting respondents to indicate how they perceived other school staff felt about the programs, to estimate the relative proportion of teachers leaving because they did not like either the TI or MC programs, and to indicate their opinion concerning the effects on students of discontinuing such compensatory programs. Teachers were also asked to express their current views on the organization and structure of the Title I program as it is operating now. This latter area was explored only for Title I and PTI school school personnel because it was not applicable to MC schools.

Table IV-11 summarizes respondent perceptions of what most teachers thought about TI and MC programs, their estimates of teachers' leaving because they did not like the programs, and their opinions concerning the consequences to students of discontinuing these compensatory efforts.

As seen in Table IV-11, the majority of the teachers in each of the three categories of schools expressed the opinion that teachers with some experience in the programs were favorable toward them. TI and MC teachers more frequently than PTI teachers expressed this view.

It appears that more reading specialists and central office staff than teachers expressed the view that most teachers were favorable toward TI and MC programs.

Table IV-11

School System Personnel Attitudes Toward the Title I or Model Cities Programs

Questionnaire Items	Percent Giving Response Indicated[a]					
	Teachers			Other District Staff		
	Title I N=71 %	Model Cities N=48 %	Partial Title I N=40 %	Reading Specialists N=24 %	Principals N=13 %	Central Office Staff N=10 %
What do most teachers with a few years in program think of it?						
Most teachers are:						
Very favorable	35	35	13	62	46	70
Favorable	34	37	32	25	31	20
Neither	20	23	22	4	15	0
Unfavorable	8	2	13	0	0	0
Opposed	0	2	7	0	0	0
Blank, DK	3	0	13	8	8	10
Of teachers leaving Title I or Model Cities, how many would you estimate left because they did not like it?						
Less than 20%	41	25	17	42	61	40
20 to 39%	10	2	5	4	15	10
40 to 59%	4	4	5	4	0	0
60 to 79%	1	0	5	4	0	0
80% or more	7	4	0	0	0	0
Blank, DK	37	65	67	46	23	50
What would be the consequences for children now in these programs if they were discontinued?						
Students now involved would suffer	77	60	55	96	77	100
Students would not be affected much	14	21	40	4	15	0
Students now involved would benefit	4	9	0	0	8	0
Blank, DK	4	11	5	0	0	0

[a]Percents are based on total N (number of persons in the category).

The perception of favorable attitudes toward the programs receives some support in the question concerning the proportion of teachers who had left who left because they did not like the program. Relatively few thought as many as 40 percent of the teachers leaving left for that reason.

Among teachers, TI teachers are more likely than MC or PTI to estimate that fewer than 40 percent left for that reason. Perhaps because the programs had been in operation a shorter period of time, more MC and PTI teachers did not answer the question or said they did not know; nearly two-thirds of the teachers in those schools so answering.

Specialists, principals, and central office staff appear more likely than MC and PTI teachers to report fewer than 40 percent of teachers leaving left because they disliked the programs.

The generally favorable view of TI and MC programs held by School District personnel, is fairly clearly expressed in their responses to the question concerning the consequences to students of discontinuing these educational efforts. In each school category the majority of teachers indicated that students now involved would be hurt by discontinuance. Eight to 10 TI teachers expressed this view, better than 6 in 10 MC teachers also saw such consequences of discontinuance and slightly better than 1 in 2 PTI teachers were of this opinion. The most significant difference in responses was between TI and PTI teachers with this latter group having about 4 in 10 teachers who felt students now participating would not be affected much in contrast to slightly more than 1 in 10 TI teachers who indicated this.

Reading specialists, principals and central office staff were in agreement with the majority view of teachers that students now participating would suffer if TI and MC programs were discontinued. Reading specialists and central office staff were most emphatic in this view with all but one reading specialist and all central office staff personnel indicating negative consequences to students if the programs were terminated.

With regard to attitudes concerning recent changes from school to individual criteria for eligibility, School District personnel were asked whether the current policy of gearing services to individual student needs was better for children than gearing services to school criteria.

The majority of TI and PTI teachers responding indicated that they felt that gearing services to individual student criteria was either not as good or was much poorer.

80% of Title I teachers
56% of Partial Title I teachers

Partial Title I teachers had had experience mainly with services directed to individual students during the year or two that some aspects of the TI program had been in operation in their schools, so their information on school criteria for services was presumably limited. Most TI teachers had experienced the school criteria arrangement over a several year period, and only within the last year had experienced the services for individual arrangements.

Within TI and particularly within PTI schools there were a number of teachers who felt the services for individual arrangement was either better for children or about the same as school criteria arranagement.

20% Title I teachers
44% Partial Title I teachers

The TI and PTI principals and reading specialists who responded were emphatic in their views concerning "individual" criteria as being either not as good or much poorer than school criteria:

100% of Principals
81% of Reading Specialists

Written comments by respondents suggest this matter is of greater concern than any other dealt with by the questionnaire. Most comments strongly support the evidence provided in the paragraphs above.

7. Summary

Reviewing the factors which may affect the implementation and operation of the Title I and Model Cities programs, the following statements can be made:

Many respondents state that teachers are required to do different things, especially regarding in-service training, continuous evaluation of student progress, and use of instructional materials.

Most respondents describe the in-service training as at least somewhat appropriate; teachers may have been somewhat less favorable than other respondents.

High influence on the day-to-day operation of the program was attributed to federal guidelines, the reading supervisor, the reading consultants, reading teachers, and classroom teachers.

About half of the TI and MC teachers reported very great or considerable agreement among school staff on what the programs were supposed to accomplish; sixty percent or more of the reading specialists, principals, and central office staff said the same. Only 24 percent of the PTI teachers thought so. About one-fourth of all teachers combined reported low agreement among staff or that there had been no discussion of the program.

Just less than half of all respondent groups except the central office staff reported that principals understand the problems of teachers in implementing the program to a very great or considerable extent. Thirty-four to 50 percent of the teachers in each school category said those problems were attended to to a very great or considerable extent; 62 to 78 percent of other District staff said the same.

D. Areas Needing Change

The ferment in education — as well as the criticisms of it — are oriented toward improvement. In asking teachers and other School District staff to present their views of the Title I and Model Cities programs, it is appropriate to inquire what suggestions for change they have. One question was designed to solicit their opinions about change in a number of things which leaders in the programs thought respondents might wish to comment on.

In Table IV-12 are listed a series of jobs or roles which are involved in the programs. Respondents were asked to indicate to what extent they would make changes in those roles. It is not possible to tell the kinds of changes they would make, only the amount. (Unfortunately, not everything can be learned through a questionnaire with 45 items.)

It appears that the majority of respondents (in all cases but one) do not see need for change to a very great or considerable extent. However, at least one teacher in five believed that much change was needed in all jobs.

The data in the table suggest that teachers, generally, are more likely than other groups to report that they would make large changes. Principals seem to be more like the teachers than reading specialists or central office staff in this regard. (It should be noted that the small number of respondents in some groups, especially principals and central office staff, requires that most statements about differences be made tentatively.)

Model Cities teachers are more likely than Title I teachers to indicate that they would change things with instructional secretaries and with math/science aides. More of them than Title I teachers would make changes regarding language development/speech teachers, and more Model Cities teachers than Title I teachers would make such changes regarding classroom aides.

There appears to be a concentration of relatively high percentages of teachers and reading specialists who indicate that they would make large changes regarding math/science aides.

Table IV-12

Amount of Change School District Personnel Would Make in Selected Roles

Questionnaire Item: How much would you change each of the following?	Percent Indicating Very Great or Considerable Extent[a]					
	Teachers			Other District Staff		
	Title I N=71 %	Model Cities N=48 %	Partial Title I N=40 %	Reading Specialists N=24 %	Principals N=13 %	Central Office Staff N=10 %
Instructional Personnel						
Reading specialists/consultants	31	24	33	4	8	0
Language development/speech teacher	33	42	18	9	20	12
Instructional secretaries	21	41	18	18	0	29
Math/science aides	43	61	38	25	22	17
Classroom aides	20	46	37	9	38	0
Teaching aides	26	41	38	5	36	14
Laboratory aides	30	37	38	6	20	0
Parent Involvement	45	54	45	55	23	33

[a]Percent based on number responding. In nearly two-thirds of the cases, the percent responding was 80 to 100% of the total number of respondents in that group. In only five cases did fewer than 70% respond, and in only one case did as few as 54 percent respond.

In the same question, respondents were asked about changes they would make in the reading materials used and in the Resource Center. The results are presented in Table IV-13. In most cases the majority would not change things to a very great or considerable extent. However, 62 percent of the PTI teachers and 73 percent of the principals would make that much change in the resource centers.

Looking across respondent groups, about 24 percent would change reading materials to a very great or considerable extent. Not shown in the table, but of interest, about 23 percent of all persons responding would not change reading materials at all.

To summarize changes proposed in that question, a quarter to a third of all respondents would not make any changes. Generally, 20 to 30 percent proposed very great or considerable change. The role which more people suggested they would make very great or considerable change in was that of the math/science aide. It appears that PTI teachers and principals are more likely to desire change in resource centers.

Respondents were invited to write in other suggestions for change. A wide variety of suggestions were made. Among those made by four or more were these:

Training parents to help their children at home
Reduce class size
Provide more materials
Insure program implementation
Include all students in program activities
Increase teacher competence, autonomy, and/or expectations of children

Table IV-13

Amount of Change School District Personnel Would Make in Materials and Facilities

Questionnaire Item: How much would you change each of the following?	Percent Indicating Very Great or Considerable Extent[a]					
	Teachers			Other District Staff		
	Title I N=71 %	Model Cities N=48 %	Partial Title I N=40 %	Reading Specialists N=24 %	Principals N=13 %	Central Office Staff N=10 %
Reading materials	30	17	38	14	17	0
Resource Center	31	26	62	21	73	14

[a]Percents are based on number responding to the question. In three cases fewer than 80 percent of the respondents gave an answer; 70, 71, and 79 percent responded in those cases.

V. IMPLICATIONS AND RECOMMENDATIONS

The evaluators have had experience in other settings with some of the problems of systematic program development. They also have had opportunity over several years to become acquainted with some of the frustrations of program development and evaluation in the Division of Urban Education. They have a fair amount of understanding of evaluations of compensatory education done on a national level. From that context and because of the excellent cooperation of the Urban Education staff, a few suggestions about the relation of program development and evaluation will be added.

1. Select a modest set of goals that are very important for students to attain; then carefully, regularly, and early in the process, assess student progress toward those goals.

The leaders of the Division acted fairly early in the existence of the Division to collect ITBS data on a regular basis. This collection made possible the present evaluation. It also made data available for teachers, principals, and others to regularly examine student progress and to consider program effectiveness.

However, those persons who may have wanted information regarding student progress in areas not covered by the ITBS — such as student self esteem — could not examine data much beyond anecdotal remembrances or general impressions. Thus, the goals selected must be diverse enough to reflect both the particular skills of basic learning tools and some core attitudes or orientations, such as self esteem.

The instruments and/or procedures used to evaluate progress should be well-developed and seen as appropriate by program staff. Although satisfying evaluation is never cheap, costs can be controlled by careful design and judicious sampling.

Comparisons are necessary for most evaluations; thus the data regarding the selected goals should be collected in all programs, preferably District wide. The present evaluation was limited in some ways by the absence of comparable data from schools other than those in the Title I program. Satisfying program evaluation will be difficult unless coordinated efforts are made in the whole District.

At least some of the data in all programs should be collected by skilled data collectors who have no allegiance to one particular program but who have a real concern for students, teachers, and educational effectiveness. When one examines the fluctuations in school averages from year to year, as shown in Figures III-1 through III-8 (pages 38 to 58, passim.), one cannot help but wonder to what extent those differences

result from variation in test administration rather than from variations in student performance.

Since the early stages of the implementation of a new program typically involve organization, orientation, and teacher training, early evaluation should probably focus on those activities, making it possible to have feedback on the extent to which they are progressing as intended.

2. Link evaluation together with program development, initiation, and implementation.

Clearly, evaluators need to have enough independence of program leaders to enable them to do their work well. At the same time, if evaluation is to be relevant to the program, and if its results are to be used, the planning, initiation, and implementation of both must proceed in concert. There did not appear to be any evidence of conflict among these functions at administrative levels in the Division of Urban Education. Yet, it appears that more examination of the data, involving teachers and reading specialists, might permit generation of teaching alternatives as well as facilitate communication about difficulties in carrying out the program. Such sessions might also reduce the negative perceptions of some teachers regarding the tests and their use. Such interchange should aid evaluators in developing more meaningful measures and reports.

This kind of an approach requires that there be time and arrangements for evaluation and program staff members to meet, discuss data, and plan alternative program and evaluation activities.

3. Encourage thoughtful experimentation.

There is an absence of convincing, conclusive data about any given set of educational activities which can be depended on to consistently produce desired student outcomes for all students with all teachers in all communities. Educational activities need to be selected and adapted in terms of the particular mix of students, teacher characteristics, and classroom conditions which come together in a particular classroom.

Perhaps one approach would be to (1) clarify the objectives, and the procedures for evaluating progress toward them; (2) define the shared responsibilities of students, teachers, principals, specialist/consultants, and parents for attaining them; and (3) then encourage teachers to execute their own approach. By giving the teachers all the support possible and by examining with them the results of assessments of student progress, perhaps

the things which "work" and "don't work" for a given teacher with a given set of students in a given set of circumstances can emerge more clearly, and result in improved student outcomes.

Such an approach would not be easy. Parental involvement would be important. Principals, specialists, consultants, teachers, and others would have different and demanding responsibilities. But some such approach which maximizes the opportunity and the responsibility of the people working directly in the learning situation, while giving them genuine material and psychological support, might maximize strengths and permit growth of all concerned.

4. Promote shared understandings and problem solving among staff in different roles.

This evaluation did not bring to the surface evidence of major tensions among people in various roles. The survey did give evidence that the views of teachers appear less optimistic than those of specialists and central office staff fairly often. These differences in views may be a factor affecting program implementation and educational improvement.

Early in the implementation of the Title I efforts in reading, the central office staff initiated in-service training activities which brought together teachers from various schools. Comments by central office staff indicated they felt these were vital in initiating the program. Occasional comments received by the ICS staff from teachers in recent years indicated that these in-service training meetings promoted a sharing of ideas and problems and also permitted some adaptation to unique difficulties so that teachers were enabled to be more effective.

One of the major issues brought forward in the questionnaire is the wide-spread dissatisfaction with the recently implemented federal guidelines which require Title I resources to be expended only on those students who have demonstrated exceptional need for that assistance. Since it appears to be true that no change can be brought about — at least in the near future — in federal policy, consequences of that policy in the schools should be thoughtfully reviewed. It may be that ways can be found to ameliorate those consequences which are negative.

Regularly scheduled sessions intended to promote examination of problems arising in the implementation of the program — such as the eligibility issue — could increase awareness of the coordination, coherence, ligistical, and attitudinal problems, permit more satisfying resolutions, and promote more of a sense of cohesion among the instructional staff.

APPENDIX A

QUESTIONNAIRES

The questionnaire "Educators Views on Title I or Model Cities Programs" was requested respectively from staff according to type of program operating within their school.

April 25, 1973
TI

EDUCATORS VIEWS ON TITLE I PROGRAMS

In order for the answers to this questionnaire to be grouped for analyses in various ways, e.g., by amount of experience, categories of school worked in, etc., we need the following kinds of information from you. Please check below each of the items that applies to you.

Are you a teacher, principal, or other? (Please check one)

[6]
___(1) Teacher
___(2) Principal
___(3) Other administrator
___(4) Reading specialist in a school
___(5) Consultant/coordinator
___(6) Other (please write title)_____

With which of the following categories of schools are you associated? (Check one)

[7]
___(1) Category I (Attucks; Douglass; Franklin (Benjamin); Garrison; Karnes; Phillips; Switzer; Washington; Woodland; Yates)
___(2) Category II (Dunbar; Franklin (C.A.); Greenwood; Holmes; Linwood; Richardson; Wheatley; Yeager)
___(3) Category III (Bancroft; Graceland; Longfellow; Mann; Meservey)

How long have you been in your present school?

[8]
___(1) 1 year
___(2) 2 years
___(3) 3 years
___(4) 4 years
___(5) 5 years
___(6) 6 years
___(7) 7 or more years

If you are now teaching in a Category I school, have you taught in any of the others in that category since 1965?

[9]
___(1) No
___(2) Yes

IF YES, about how many years?

[10]
___(1) 1 year
___(2) 2 years
___(3) 3 years
___(4) 4 years
___(5) 5 years
___(6) 6 years
___(7) 7 years

Have you taught in a Category II school since 1965?

[11]
___(1) No
___(2) Yes

IF YES, about how many years?

[12]
___(1) 1 year
___(2) 2 years
___(3) 3 years
___(4) 4 years
___(5) 5 years
___(6) 6 years
___(7) 7 years

Have you taught in a Category III school since 1965?

[13]
___(1) No
___(2) Yes

IF YES, about how many years?

[14]
___(1) 1 year
___(2) 2 years
___(3) 3 years
___(4) 4 years
___(5) 5 years
___(6) 6 years
___(7) 7 years

1. From your understanding of the Title I Program, how important do you feel each of the following goals is to the purposes of that program? (Check one on each line)

Intended Goals	Very Important Goal (1)	Quite Important Goal (2)	Fairly Important Goal (3)	Is Not a Goal (4)	I have no Information (5)	
Student Achievement in Reading						[15]
Arithmetic						[16]
Science						[17]
Thinking						[18]
Study skills						[19]
Student's Self image (self esteem)						[20]
Ability to work with others in school						[21]
Teacher's Instructional skills						[22]
Understanding of children						[23]
Sense of competence						[24]
Faculty Relationships among the total school faculty						[25]
Parent's Interest						[26]
Support						[27]
Participation						[28]
Community Interest						[29]
Support						[30]
Participation						[31]
Others Please write here any other goals you believe relevant.						[32-33]

2. From your experience, to what extent do you feel the effectiveness (success) of the Title I Program depends upon each of the following? (Check one on each line)

	To a Very Great Extent (1)	To a Considerable Extent (2)	To Some Extent (3)	To a Very Little Extent (4)	Not At All (5)	
Reading materials used						[34]
Instructional resource center						[35]
Library resource center (in school)						[36]
Administration (above principal)						[37]
Principal						[38]
Reading specialists						[39]
Math/Science specialists						[40]
Language development/ speech teacher						[41]
Classroom teacher						[42]
Classroom aides						[43]
Reading aides						[44]
Laboratory aides						[45]
Parental involvement						[46]
In-service training						
For teachers						[47]
For aides						[48]
For parents						[49]
Other: Please write in space below.						[50-52]

3. Were you working in a school at the time the Sullivan or EDL Reading Program was first introduced into it? (Check one)

[53]
___(1) No -- IF NO, GO TO Q. 5.
___(2) Yes

IF YES: What did you think of the program that first year? (Check one)

[54]
___(1) Very eager to start the program
___(2) Eager
___(3) Doubtful, though willing to try
___(4) Somewhat opposed to the program
___(5) Very opposed to the program

4. In your opinion, what did most teachers think of the program that first year? (Check one)

[55]
___(1) Very eager to start the program
___(2) Eager
___(3) Doubtful, though willing to try
___(4) Somewhat opposed to the program
___(5) Very opposed to the program

5. In your opinion, how do most teachers feel about their ability to carry out the Title I Program after a year or two in it? (Check one)

[56]
___(1) Very confident
___(2) Quite confident
___(3) Fairly confident
___(4) Not too confident
___(5) Not at all confident

6. In your opinion, what do most teachers who have had a few years experience with the Title I Program think about it? (Check one)

[57]
___(1) Most are very favorable toward it
___(2) Favorable
___(3) Neither favorable nor unfavorable
___(4) Unfavorable
___(5) Most are very opposed toward it

7. When you think about teachers who left Title I schools where you have taught, about how many would you estimate left the Program because they did not like it? (Check one)

[58]
___(1) Probably less than 20%
___(2) 20 to 39%
___(3) 40 to 59%
___(4) 60 to 79%
___(5) 80% or more
___(6) Don't know

8. Thinking back over your experience with the Title I Program, did you get the impression that administration — principals, supervisors, central office administrators — were in agreement about the desirability and importance of the Title I Program? (Check one)

[59]
___(1) To a very great extent
___(2) To a considerable extent
___(3) To some extent
___(4) To a very little extent
___(5) Not at all
___(6) Do not have sufficient information

9. In your opinion, to what extent is there agreement among most of the staff in your school about what the Title I Program is supposed to accomplish? (Check one)

[60]
___(1) To a very great extent
___(2) To a considerable extent
___(3) To some extent
___(4) To a very little extent
___(5) Not at all
___(6) There has been no discussion of the program

10. In your opinion, does the Title I Program require teachers to do different things or do things differently from teachers in other programs? (Check one)

[61]
___(1) No
___(2) Yes
___(3) I have worked with only one kind of program and cannot make a comparison

IF YES: Which of the following things do you think are different or are required to be done differently by teachers in the Title I Program? (Check all those you see as appropriate)

[62] ___(1) Planning: written objectives
[63] ___(2) Continuous pupil progress evaluation and reporting
[64] ___(3) Use of instructional materials
[65] ___(4) Use of audio-visual equipment
[66] ___(5) Diagnosing and prescribing
[67] ___(6) In-service training participation
[68] ___(7) Receiving continuous supervision
[69] ___(8) Handling professional and lay visitors
[70] ___(9) Other: Please indicate in space below

[71-72] _____
_____

11. To what extent do principals understand the problems which teachers have in carrying out the Title I Program? (Check one)

[73]
___(1) To a great extent
___(2) To a considerable extent
___(3) To some extent
___(4) To a very little extent
___(5) Not at all

12. To what extent do members of the reading staff who are not based in the schools understand the problems which teachers have in carrying out the Title I Program? (Check one)

[74]
___(1) To a great extent
___(2) To a considerable extent
___(3) To some extent
___(4) To a very little extent
___(5) Not at all

13. To what extent have the problems been attended to which teachers have had in carrying out the Title I Program?

[75]
___(1) To a great extent
___(2) To a considerable extent
___(3) To some extent
___(4) To a very little extent
___(5) Not at all

GIN
RD 2

14. Do you have an aide or have you had an aide? (Please check one)

[8]
___(1) No
___(2) Yes

IF YES: As you understand it, in terms of the Title I Program, what are the main things your aide is (was) supposed to do? (Check all appropriate activities)

[9] ___ (1) Monitor pupils
[10] ___ (2) Tutor
[11] ___ (3) Reinforce instruction
[12] ___ (4) Read aloud
[13] ___ (5) Set up audio-visual equipment
[14] ___ (6) Make instructional materials available
[15] ___ (7) Distribute instructional materials from room to room
[16] ___ (8) Attend to daily routine
[17] ___ (9) General housekeeping chores
[18] ___(10) Check test papers
[19] ___(11) Other activities: (Please write in other activities in space below)

[20-22] _____
_____
_____

15. To what extent does (did) your aide do these things? (Check one)

[23]
___(1) To a very great extent
___(2) To a considerable extent
___(3) To some extent
___(4) To a very little extent

Please write any comments in space below.

_____
_____
_____

16. Concerning reading programs, does the Sullivan or EDL Reading Program require more teacher effort than a basal program, such as Scott Foresman? (Check one)

[24]
___(1) Much more effort
___(2) More effort
___(3) About the same
___(4) Less effort
___(5) Much less effort
___(6) I have not worked with both kinds of programs

Please write any additional comments in space below.

_____
_____
_____

17. In your opinion, is the Sullivan or EDL program more difficult for children than basal programs, such as Scott Foresman? (Check one)

[25]
___(1) Much more difficult
___(2) More difficult
___(3) About the same
___(4) Less difficult
___(5) Much less difficult
___(6) I have not worked with both kinds of programs

18. Do you feel that the Sullivan or EDL Reading Program provides a better picture of the child's daily reading progress than the Scott Foresman or other basal reading programs? (Check one)

[26]
___(1) No
___(2) Yes
___(3) I have not worked with both kinds of programs

Please write any additional comments in space below.

_____
_____
_____

19. Were you in the Title I Program at the beginning (in 1970-71)? (Please check one)

[27] ___(1) No --- IF NO, GO TO Q. 20
___(2) Yes

IF YES: How much influence at the beginning of the Program (just prior to 1970-71) do you think each of the groups or individuals had on planning and implementing the Title I Program?

	A very great deal (1)	A great deal (2)	Quite a bit (3)	Some (4)	Very little (5)	Don't know (6)	
Federal guidelines							[28]
The Superintendent (Mr. Hazlett)							[29]
Assistant Superintendent for Urban Education (Mr. Wheeler)							[30]
Urban Education Evaluation (Mr. Mayberry)							[31]
Principals (Urban Education)							[32]
Parents							[33]
School Board							[34]
Reading Supervisor (Mrs. Thomas)							[35]
Teachers							[36]
Reading Staff							[37]
Others: Please write others below							[38-40]

20. How much influence would you say each of the groups or individuals listed below have on the general day-to-day operation of the Title I Program? (Please check one on each line)

	A very great deal (1)	A great deal (2)	Quite a bit (3)	Some (4)	Very little (5)	Don't know (6)	
Federal Guidelines							[41]
School Board							[42]
The Superintendent							[43]
Assistant Superintendent for Urban Education							[44]
Assistant Superintendent for School Management							[45]
Director of Elementary Education --							[46]
Principal							[47]
Reading Supervisor							[48]
Reading Consultants							[49]
Reading Teacher							[50]
Classroom Teacher							[51]
Urban Education Evaluation							[52]
Parents							[53]
Community Organizations							[54]
Others: Please write below							[55-57]

21. Do you feel there were enough "human resources" (aides, instructional secretaries, specialists, etc.) provided to enable teachers to carry out the Title I Program successfully? (Check one)

[58]
___(1) More than enough
___(2) Enough
___(3) Not quite enough
___(4) Much less than enough

22. Do you feel there were enough books, work books and other instructional materials for teachers to carry out the Title I Program? (Check one)

[59]
___(1) More than enough
___(2) Enough
___(3) Not quite enough
___(4) Much less than enough

23. Do you feel the facilities (classroom equipment, space, etc.) were adequate for carrying out the Title I Program? (Check one)

[60]
___(1) Very adequate
___(2) Adequate
___(3) Not quite adequate
___(4) Inadequate
___(5) Very inadequate

24. Thinking about the in-service training provided for people who are to carry out the Title I Program, how do you feel about the amount of training provided? (Please check one)

[61]
___(1) Much more was provided than was needed
___(2) Somewhat more was provided than needed
___(3) The right amount was provided
___(4) Not quite enough was provided
___(5) Much less was provided than needed

25. In your opinion, was the kind of training provided in Title I appropriate for what was required for carrying out the program? (Check one)

[62]
___(1) Very appropriate
___(2) Quite appropriate
___(3) Somewhat appropriate
___(4) Inappropriate
___(5) Very inappropriate

Write any comments here

_____
_____
_____

26. Has student "turnover" in your present school been a problem? That is, has the arrival and departure of students during the school year — or between years — been a source of difficulty? (Check one)

[63]
___(1) Student turnover is a very big problem
___(2) A big problem
___(3) Is somewhat a problem
___(4) Not much of a problem
___(5) Student turnover has been helpful rather than a problem

27. In your opinion, how much do most school staff members expect of the students in the Title I — Schools? (Check one)

[64]
___(1) Much too much
___(2) Too much
___(3) About right
___(4) Too little
___(5) Much too little

28. In your opinion, to what extent has Title I brought about improvement in each of the following things? (Please check one on each line)

	To a Very Great Extent (1)	To a Considerable Extent (2)	To Some Extent (3)	To a Very Little Extent (4)	Not At All (5)	
Human resources Availability of specialists (e.g., in reading)						[65]
Availability of assistants (e.g., instructional secretary, aides)						[66]
Material resources Materials for pupil use (books, work books, etc.)						[67]
Catalogs of locally prepared worksheets and teaching aides						[68]
Instructional facilities Instructional Services Center						[69]
Resource Centers						[70]
Laboratories						[71]
Multimedia (audiovisual, TV, listening centers)						[72]
Other _____ _____ _____						[73-75]

END OF CARD 2

29. In your opinion, to what extent has Title I brought improvement in each of the following things? (Please check one on each line)

BEGIN CARD 3

	To a Very Great Extent (1)	To a Considerable Extent (2)	To Some Extent (3)	To a Very Little Extent (4)	Not At All (5)	
Student Achievement in Reading						[8]
Arithmetic						[9]
Science						[10]
Thinking						[11]
Study Skills						[12]
Student's Self image (self esteem)						[13]
Ability to work with others in school						[14]
Teacher's Instructional skills						[15]
Understanding of children						[16]
Sense of competence						[17]
Faculty Relationships among the total school faculty						[18]
Parent's Interest						[19]
Support						[20]
Participation						[21]
Community Interest						[22]
Support						[23]
Participation						[24]
Others: Please write here any other areas you believe relevant:						[25-27]
_____						
_____						
_____						
_____						
_____						

30. If you could make changes in the instructional program in Title I schools, how much would you change each of the following? (Please check one on each line)

	To a Very Great Extent (1)	To a Considerable Extent (2)	To Some Extent (3)	To a Very Little Extent (4)	Not At All (5)	
The reading materials used?						[28]
The reading specialists/ consultants in the schools?						[29]
Language development/ speech teachers?						[30]
Instructional secretaries?						[31]
Math/science aides?						[32]
Classroom aides?						[33]
Teaching aides?						[34]
Laboratory aides?						[35]
Meetings with other teachers regarding the program?						[36]
Resource Center?						[37]
Parental involvement?						[38]
In-service training for teachers?						[39]
for aides?						[40]
for parents?						[41]
Other? (please write in below)						[42-44]

31. What other changes would improve the education offered children in Title I schools? (Please write in space below)

[45-47]

32. Would you say that the way the Title I Program was organized and operated this year — with eligibility depending on individual students rather than schools — is better for children than the way it worked in previous years?

[48]
___(1) Much better
___(2) Somewhat better
___(3) About the same
___(4) Not as good
___(5) Much poorer

(Please write in the reasons for your view here)

33. Please write any additional comments about Title I in the space below.

[49-50]

34. In your opinion, should there be one reading program throughout the School District? (Check one)

[51]
___(1) No
___(2) Yes

Why? Please indicate below the main reasons for your answer.

[52-53]

35. Do you think a teacher should be permitted to choose, from two or three alternative type programs, the reading program to be used in her/his classroom? (Check one)

[54]
___(1) No
___(2) Yes

What are the main reasons for your answer? Please write in space below.

[55-56]

36. Which of the following reading programs would you prefer to use? (Please check one)

___(1) Scott Foresman
___(2) Sullivan
[57] ___(3) EDL
___(4) A combination
___(5) Other (Please write in space below)

[58-59]

37. To what extent can a teacher make modifications in the present reading program in her/his classroom? (Check one)

___(1) To a very great extent
___(2) To a considerable extent
[60] ___(3) To some extent
___(4) To a very little extent
___(5) Practically none

38. Do you think it would help a program to be more effective to arrange it so that only teachers who are receptive to, or in favor of, that program be allowed to work in it? (Check one)

___(1) Very helpful in making programs more effective
___(2) Quite helpful
[61] ___(3) Fairly helpful
___(4) Not so helpful
___(5) Not at all helpful in making programs more effective

39. During the time you have been in your present school, how much influence have parents had on the activities of the school? (Check one)

___(1) A very great deal
___(2) A great deal
[62] ___(3) Some
___(4) Not very much
___(5) None or almost none
___(6) Don't know

40. During the time you have worked in your present school, how much influence have members of the immediate community (other than parents) had on the activities of the school? (Check one)

___(1) A very great deal
___(2) A great deal
[63] ___(3) Some
___(4) Not very much
___(5) None or almost none
___(6) Don't know

41. In general, do you think the educational programs (Title I, Title II, Title III, NDEA, Model Cities, etc.) paid for by the federal government have been good for the children? (Please check one)

[64]
___(1) Very good
___(2) Quite good
___(3) Fairly good
___(4) Not good
___(5) Bad

Please write any comments below.

[65-66]

42. In your opinion, what would be the consequences for children now in those programs of discontinuing categorical programs for education (such as Title I and Model Cities)? (Check one)

[67]
___(1) Students now involved would suffer
___(2) Students now involved would not be affected much
___(3) Students now involved would benefit

Please write any comments below.

43. In your opinion, what would be the consequences for children not now in those programs of discontinuing them? (Check one)

[68]
___(1) Students not now involved would benefit
___(2) Students not now involved would not be affected much
___(3) Students not now involved would suffer

Please write any comments below.

44. It has sometimes been observed that achievement for some students seems to slow down about the time they are in the fourth grade. From your experience with elementary students what explanations would you give for some students slowing down at about that grade? (Check appropriate ones below)

[69] ___(1) Increased difficulty of school work
[70] ___(2) Accumulated deficiencies in previous work
[71] ___(3) Less emphasis on teaching reading in earlier grades
[72] ___(4) Peer pressures
[73] ___(5) Home pressures
[74] ___(6) Perception of school as irrelevant
[75] ___(7) Other: (Please write in space below)

[76-77] _____
_____
_____

45. If you had your choice, in which kind of school would you prefer to work? (Please check one)

[78] ___(1) School now in
___( ) Another school

If "Another school"

___(2) Title I
___(3) Model Cities
[79] ___(4) School without Federal program
___(5) Other (Please write in space below)

Thank you for helping in the study regarding Title I and Model Cities.

Please place the questionnaire in the ICS envelope provided, seal the envelope, and return it to the reading specialist in your school.